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ABSTRACT

Over the years, thousands of school systems have joined forces to provide a variety of services for their pupils. Some are relatively simple cooperatives created for a single purpose such as provision of vocational-technical or special education. Others are rather sophisticated organizations offering everything from inservice education for teachers to mass purchasing and data processing. Efforts range from low-key voluntary efforts aided by permissive legislation to complex agencies supported by mandatory acts. Those looking for the "best" system have many models from which to choose. To better understand the diverse approaches used in various states, the author has chosen to employ four categories: permissive (those states with specific legislation encouraging the development of educational service centers on a voluntary basis); mandatory (those states with legislation mandating the formation of centers and that also make membership mandatory); mandatory/voluntary (those states with legislation mandating the formation of centers, but that leave membership voluntary); and no legislation (those states without legislation regarding the formation of educational service centers). Chapters are arranged according to these four categories and are internally structured according to historical development. (Author/IRT)

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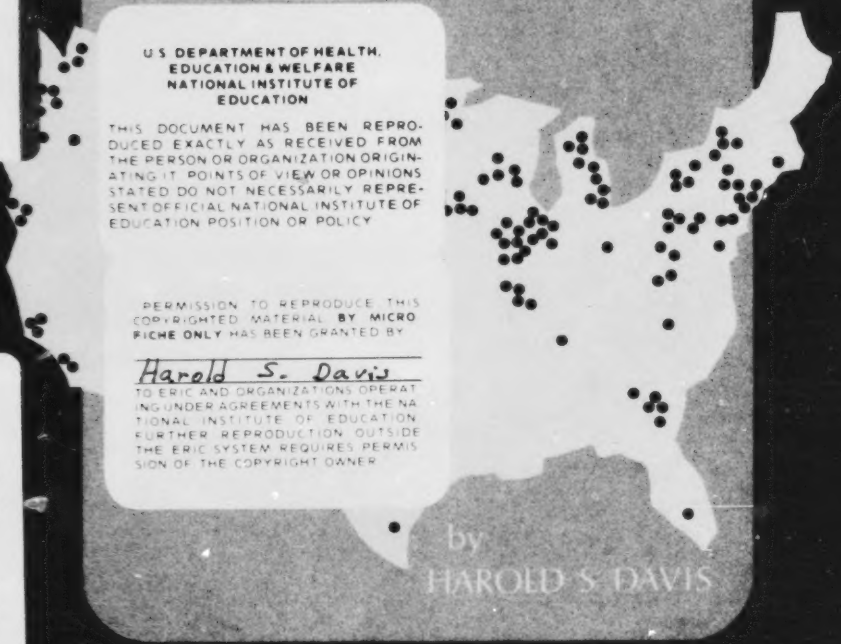

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by
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If a better system is thine, impart it;
if not, make use of mine.

Horace
c. 65 B.C.

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Preface

This first in-depth history of educational service centers in the United States has proven to be a monumental, but uplifting task. Monumental in handling the vast amount of literature received from 50 states and hundreds of centers; uplifting to discover the variety of centers offering service to the schools of America in a magnitude far beyond that indicated in any previous study.

Rather than depending upon the published works of other authors, which could be outdated or incomplete, we have obtained our information directly from state departments of education and the many educational service centers located throughout the United States. Only state centers, not federal multi-state centers, were studied.

Our appreciation goes to the 50 state commissioners of education and their able assistants who responded so courteously to our requests. The many educational service center directors also deserve our thanks. Most responded readily and literally swamped us with literature describing their operations. My appreciation, too, for help from the Educational Research Associates of New Haven who wrote hundreds of letters and made numerous phone calls on my behalf. Also, a note of thanks to the Connecticut State Board of Education and the Connecticut Commissioner of Education, Dr. Mark Shedd, who had the vision to request that a history of educational service centers be prepared for study prior to the development of new state legislation in this field. May I also thank Dr. Frank Yulo who is serving as coordinator for a state study of centers under the direction of the Connecticut Commissioner.

Since this is a history rather than just a report, personal observations have been limited and recommendations withheld. However, it would benefit us to recall the words of Oliver Goldsmith who said: "People seldom improve when they have no other model but themselves to copy after."

H.S.D.

New Haven
October 1976

Foreword

Over the years, thousands of school systems have joined forces in twos, in threes, in dozens to provide a variety of services for their pupils. Some are relatively simple cooperatives created for a single purpose such as provision of vocational-technical or special education. Others are rather sophisticated organizations offering everything from inservice education for teachers to mass purchasing and data processing. Efforts range from low-key voluntary efforts aided by permissive legislation to complex agencies supported by mandatory acts. Those looking for the "best system" have many models from which to choose. To better understand the diverse approaches used in various states, this author has chosen to employ four categories:

1. *permissive (i.e., those states with specific legislation encouraging the development of educational service centers on a voluntary basis)*
2. *mandatory (i.e., those states with legislation mandating the formation of centers and which also make membership mandatory)*
3. *mandatory/voluntary (i.e., those states with legislation mandating the formation of centers, but which leave membership voluntary)*
4. *no legislation (i.e., those states without legislation regarding the formation of educational service centers)*

It is interesting to note that some states without legislation have a number of vigorous, independent centers serving school districts while other states with legislation have relatively few. Each center is attempting to fill a need and most are doing so successfully.

Chapters are arranged according to the simplified grouping system mentioned above and are internally structured according to historical development.

HAROLD S. DAVIS

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The Evolution of Education Service Centers; Permissive Legislation

1

THE INTERMEDIATE DISTRICT

Throughout history, the intermediate school district has been controversial. Some saw it as a boon, others as a bane. When school districts were more numerous and travel was difficult, states were hard pressed to exercise control. They found it difficult to insure that even minimal standards were being met. Most created county school offices to serve as the intermediate agency for channeling information between the state government and the local schools. Local school authorities saw such an office as a threat to their autonomy and in some states were able to effect its abolition. In other states, the county superintendent's office was made more palatable to local acceptance by changing the position from appointive to elective. Elections psychologically gave people the feeling that they, rather than the state, exercised authority.

From the creation of the first intermediate school district in 1829 (in Delaware) until about 1920, the county superintendent's office was an influential one. Many small or rural districts lacked any administrative leadership other than that provided by the county. The role was considered so important that several emergent states west of the Mississippi River wrote provisions for the office into their state constitutions.

After 1920, two discrete but concurrent factors combined to destroy power at the intermediate level. The first and most important factor was the expansion of services within city school districts to

the point where the county had little extra to offer. As this occurred, large local districts demanded and received independence. In time, autonomy became a status symbol achieved by an ever increasing number of local school systems. Many county superintendents found themselves dealing only with rural and small-school education.

The second factor which further eroded the influence of the county school administrator was the advent of good roads and the widespread use of school buses. Direct liaison between the state and the local district became easier and small school systems were encouraged to form consolidated districts offering a broad high school education. With the pooling of resources, the consolidated school districts also found less need for county services and moved into a more independent status.

It became increasingly clear that intermediate districts were on their way to extinction unless a dramatic new approach was instituted.

THE NEED FOR SERVICE

It gradually became apparent that the traditional role of the Intermediate District was no longer adequate for modern times. Local districts didn't need leadership from the county superintendent. They knew what to do--the problem was how!

How could they provide necessary services for handicapped children?

How could they provide expensive films and projectors for teachers demanding audiovisual aides?

How could they provide research reports without skilled professional help?

How could they provide inservice education for teachers trained in old methods?

How could they provide programs for the special child--whether talented or retarded?

How could they provide expensive vocational and technical educational equipment and instruction?

How could they provide closed-circuit educational television?

How could they provide busing as schedules became more complex and costs increased?

How could they provide data-processing services requiring expensive computers?

How could they develop experimental curricular and instructional programs requiring highly specialized consultant help?

It became obvious that few local districts had the financial resources or personnel to implement such programs on their own. Cooperative efforts became a necessity. The cumbersome county system, originally designed for purposes of administration and control, was supplanted in most states by a more streamlined system with a stress upon service. Let us now turn our attention to the first state to effect such a revolutionary change.

THE FIRST STATEWIDE SYSTEM OF EDUCATIONAL SERVICE CENTERS: NEW YORK

In the spring of 1948, New York State enacted legislation to permit the establishment of Boards of Cooperative Educational Services (BOCES) to provide shared services as requested by school districts working together in a common geographic area. On July 29, 1948, the first cooperative boards were officially approved by the state Commissioner of Education.

The cooperative board, unlike the old county system, placed an emphasis on service rather than administrative and regulatory functions. Control was moved to the local level.

Although Section 1950 of the Education Law (the statutory authority for BOCES) permits a broad range of services, these services must be requested by and not forced upon the local districts. Generally,

BOCES units provide occupational education, special education for the physically and mentally handicapped, and a variety of enrichment programs. The regular academic offerings are considered the exclusive province of local school districts.

To provide a system of checks and balances, by law, each BOCES must furnish any services requested by two or more districts if approved by the Commissioner of Education. The Commissioner bases his decision on two criteria: 1) that the service meets an educational need and, 2) that it can be provided most economically and effectively at the regional level.

To avoid numerous piece-meal requests, a list of proposed programs and services is compiled by BOCES (based on a survey of local district needs) and submitted to the Commissioner prior to February 1 of each year. After his approval, BOCES units enter into formal contracts with their constituent districts as to the number and nature of services, the number of teachers and pupils to be served, and the costs to the district. The BOCES must submit to the Commissioner an operating plan and budget prior to the first dav of May and the actual contracts (signed by presidents of local boards and of the BOCES board) prior to August 1. Upon approval of the Commissioner, the contracts are valid for a one-year period. This procedure, although quite restrictive, is considered necessary to delimit both local and state obligations.

Local school districts were quick to see the advantages of the BOCES organization. The origional four BOCES created in 1948 were soon joined by others to form a network of 90 BOCES centers. However, they soon learned that maximum efficiency and cost effectiveness could not be achieved without a minimum pupil base. Therefore, consolidations were made leading to the present 46 operational BOCES.

Current studies tend to show that each BOCES should aim at

providing service for a minimum of 40,000 pupils. Since the majority of BOCES have fewer than this number, attempts at further consolidation continue. However, it is recognized that this goal cannot be achieved when distances for transporting youngsters become too great. Of 756 local school districts in New York State, only 21 are not members of BOCES. Of these, five are large city districts ineligible by statute to become members. Although BOCES centers attempt to exceed a minimum pupil base, it is also felt that their services would be strained if large school districts with more than 125,000 pupils were allowed to join.

BOARD COMPOSITION

Each BOCES is governed by a policy-making board of education made up of not less than five or more than 15 members. The BOCES governing body (generally 5, 7, or 9 in number) is elected by board members of those school systems that constitute the membership.

Each district is limited to a maximum of five votes regardless of normal board size. BOCES board members are elected for a full term of five years and beginning terms are staggered so approximately the same number are elected each year. Annual elections, by law, must be held during the first nine days of April and at the same meeting, the BOCES tentative budget for the coming school year must be made available for inspection.

Each BOCES board is responsible for appointing a chief executive officer subject to approval by the Commissioner of Education. This chief executive legally becomes a district superintendent and thus an officer of the State Education Department accountable to both the Commissioner and his own BOCES board. The BOCES board itself is also accountable to the Commissioner as well as to its constituent local boards.

FUNDING

Each BOCES is legally entitled to administer its own affairs but has little authority and no taxing power. The budget is composed of two parts: administration and service. The administrative budget is funded by all districts on a pro rata basis. The membership, by vote, must use one of two systems to proportion their contributions: 1) enrollment computed by means of weighted average daily attendance, or 2) valuation in which each district's ratio is computed based on total valuation of all member districts.

The administrative budget pays for the BOCES staff salaries, rent, office supplies, equipment and other such continuing costs of operation. To insure a steady flow of operating funds, payments of administrative costs are mandatory. Once a district has joined a BOCES it may not withdraw and is required to annually pay its share of costs as determined in the administrative budget. In contrast, the program and service costs, comprising the largest budget are funded through the purchase of services by school districts on a purely voluntary basis. They pay only for what they want! In fact, the exact cost of services is determined by audit at the end of each school year and any surplus received by BOCES is refunded or shortfalls rebilled. This exact cost of services also serves as a basis for calculating state aid which is paid to the local district during the following year. Obviously, state aid serves as an inducement for districts to avail themselves of BOCES services. To allow additional flexibility, provision is made in Article 40, Section 1958 of the Education Law (as amended in the year 1975) for the provision of unanticipated shared services subsequent to the adoption of annual budgets. Further, a BOCES may borrow money in anticipation of revenue due and may enter into contracts with colleges, federal and state agencies. A BOCES is also allowed to purchase or build facilities upon approval of the

voters in its BOCES districts in a referendum. These long-term expenses must be met regardless of services rendered and become an obligation of the local districts.

In special cases where broad ranging services require the cooperation of two or more BOCES, one serves as operator and bills the others based on cross-contract agreements.

BOCES SERVICES

The largest of New York's cooperative boards, the Nassau BOCES serving 57 local school districts and more than one-quarter million children, provides a comprehensive program typical of what can be achieved through cooperative effort.

They provide:

- more than 60 occupational education courses for high school students
- special education for more than 3100 pupils including the emotionally disturbed, trainable mentally retarded, visually or hearing impaired, and multi-handicapped
- evening and day classes for adults in seven different locations
- outdoor education including camping activities and ecological field trips
- musical, theatrical, and dance performances for audiences of children in their own schools
- a cultural arts center for gifted high school students seeking professional careers in the performing and creative arts
- a film library of more than 4000 titles
- a tutoring service for hospitalized or home-bound pupils
- inservice education for teachers and administrators
- educational television programming to aid classroom teachers
- a library of research and curriculum materials
- research and development work and consultant help for educational planning and curriculum development

data processing for attendance, scheduling, test scoring, grade reporting, budget accounting and payroll preparation.

In January, 1970, the New York Commissioner of Education, Ewald Nyquist stated:

"I see the boards of cooperative educational services as the prime instruments for accomplishing much of what we have in mind for the improvement of education in this decade."

Mandatory Legislation

2

PRESSURES FOR CONSOLIDATION

In practically every state, it became more expensive and less feasible to provide adequate educational programs for the enormous number of small school systems. Pressures increased to consolidate, and in a 40-year period (1930-70) the total number of local school districts was reduced nationally from 127,649 to approximately 17,000. During this same period, the shift of population from rural to urban areas, coupled with improved transportation made direct supervision of local districts easier from state offices without relying upon the county.

Several states took steps to eliminate county educational offices as consolidations took place. Others took a different approach and decided to reorganize and consolidate the county offices into fewer and more efficient intermediate units. The decade of the 1950s was spent largely in studying and debating the merits of various plans. Bills proposing the creation of intermediate districts were not well received by all school administrators. Many viewed it as a state-imposed educational bureaucracy. Recommendations for change ran into even more opposition in states where county superintendents were elected. Other politicians tended to protect their own kind. However, as the service base of county units eroded to the point where they were serving only small, rural elementary school districts, political considerations became less important. The flow of funds from Washington in the early 1960s gave added impetus to the pressures for change

and the result was a surge of legislative acts either encouraging or mandating the establishment of cooperative educational service centers involving multi-county areas. Just as New York provides an example for the permissive creation of educational service centers, the Wisconsin design is a model of the mandatory approach. Although the CESAs (Cooperative Educational Service Agencies) of Wisconsin borrowed freely from the BOCES concept, many differences will be found.

THE WISCONSIN DESIGN

A study committee, appointed by the State Superintendent of Public Instruction in 1961, made recommendations to the legislature in 1963 that CESAs be formed to help local districts cooperatively provide special education services. They further recommended that all districts be included in a specific agency and that each CESA should have a minimum enrollment of 25,000 pupils and a maximum radius of 60 miles. The task of refining plans was given to a state Cooperative Educational Service Committee of 18 persons representing the Department of Public Instruction, the University of Wisconsin, various educational and municipal groups, citizens at large, and the legislature. This "Committee of 18" defined service areas, developed plans for the agencies, and conducted public hearings. On July 1, 1965, 19 CESAs officially replaced the 54 county superintendencies. The mandate was for service rather than control. The premise was that a complete educational program could not be supplied through independent district efforts. Therefore, a coordinating regional office was a necessity. This forced local districts into a position where they had to think in broader terms than their own personal problems. At the same time, recognizing that local districts jealously guard their autonomy, the CESAs have no taxing power and no jurisdictional responsibility over school districts. The CESA is not an arm of the Depart-

ment of Public Instruction and serves merely as liaison between local districts and the state.

Each CESA received a state grant of $39,300 for the 1976-77 fiscal year to pay for the coordinator, a secretary and office rental. Other sources of income were sales of services to member districts and funds from federal programs.

The CESA is governed by a board of control consisting of not more than 11 members. These members are elected by local school board representatives at an annual delegate convention held the second Monday of August. Each BOC (Board of Control) employs a CESA Coordinator for a term not to exceed three years. This coordinator is responsible not only for coordinating CESA services and for implementing BOC policies, but also for encouraging participation of local districts. Although the local districts must belong to a CESA, the choice of services is a local option.

Another way in which local control is apparent is through the operation of professional advisory committees in each BOC. Composed of superintendents of each member district, this committee usually meets monthly with the coordinator or the BOC to advise on matters of agency activities.

As one would expect, the dependency on sale of services creates instability. A particularly difficult problem is with staffing. It is almost impossible to hire or retain high calibre people without any commitment to finance their salaries. The CESA needs qualified people to provide a service, but can't hire or retain unless the service is funded. This situation creates a constant feeling of insecurity which causes both morale and retention problems.

Despite these shortcomings, Wisconsin's CESAs are successful and since their creation have annually generated an increased dollar volume of service sales as shown in the following comparisons:

	1967	1971	1975
State Funding	$ 512,695	550,856	689,700
District Services	1,447,543	7,894,977	19,698,189
Federal Funds	1,259,680	1,764,093	6,353,282

Obviously services vary in the 19 CESA areas. For example, one couldn't expect the same range of programs in CESA #1 with 19,000 pupils as in CESA #19 with 223,000. Yet, CESA #1 offers a program for the cooperative purchase of school lunch commodities in which 13 of its 16 districts are participating while no districts are interested in such a program in CESA #19. Using a more typical example, CESA #14 provides a variety of services that few of its 31 districts could afford individually. They offer seven types of service.

1. Shared personnel

   e.g., speech therapists, psychologists, vocational education coordinators and remedial reading specialists

2. Shared programs

   e.g., special education services and staff, a special center for multi-handicapped, Title I specialists, educational TV coordination, media delivery service

3. Shared equipment

   e.g., computer assisted instruction, key punch machines, driver education simulator, cassette tape copier, offset printing

4. Media center

   e.g., films, slides, film strips, video tapes, records

5. Cooperative purchasing

   e.g., food for hot lunch programs, athletic equipment, audio-visual hardware, teaching supplies

6. Inservice education

   e.g., workshops for administrators, teachers, bus drivers, support personnel

7. Special projects

   e.g., programs for gifted and talented, counseling, library coordination

Obviously the 19 CESAs are fulfilling their mission "to serve educational needs in all areas of Wisconsin..." However, a research report published in October, 1975* makes nine recommendations which include:

- The CESAs must be insured of financial stability if they are to prepare long-range plans
- State funding should keep pace with needs and financial incentives should be considered to increase cooperation among districts
- Consideration should be given to merging some CESAs
- CESAs should be evaluated so they can improve long-range planning and foster programs that will gain support

* Cooperative Educational Service Agencies in Wisconsin: Research Report 5. Madison, Wisconsin: Public Expenditure Research Foundation, Inc., 1975

Mandatory/Voluntary Legislation 3

A COMPROMISE

In contrast to New York's permissive legislation and Wisconsin's mandatory approach, the state of Nebraska in 1965 adopted what we might call a mandatory/voluntary system of educational service centers. The establishment of centers to serve every school district in the state was mandated by law. But, membership in a center was made voluntary for each county school district.

THE NEBRASKA PLAN

Nineteen Educational Service Units (ESUs) were created in 1965 through Legislative Bill 301 to provide supplementary educational services for local school systems. Because the purpose was service, control functions remained in the hands of county superintendents. The county was still the official intermediate level.

Although each county in the state was geographically placed in a service unit based on its student population and area, each was given authority to vote for exclusion. If 5% of the legal voters in three-fifths of the county's school districts requested exclusion, the proposition was placed on the ballot. In the election of November, 1966, 18 counties voted to exclude themselves from an ESU. In 1969, this voluntary provision was repealed, but the grandfather clause remains in effect. To date, nine of the 18 excluded counties have voted for readmission to ESUs. The other nine counties still choose to be independent.

On July 1, 1970, ESU boundaries were revised based upon the new stabilized membership, and the result was 17 ESUs all of which are still active. A further modification of the law (LB928) in 1972 allowed the larger city districts to form their own ESUs. The school districts of Lincoln and Omaha have done so, and were designated as ESUs 18 and 19.

Each ESU is governed by an elected board consisting of one member per county and four members at large. No more than two members at large are allowed from the same county unless it has a population in excess of 150,000 inhabitants or is a single-county ESU. This board has the authority to hire an administrator for the ESU and to determine his salary and duties. The board also has the function of deciding which supplementary educational services will be offered by the ESU. They generally rely on an Advisory Committee with representation from member school districts for help in fulfilling this responsibility.

The board also has the right to buy, lease or rent facilities to accomplish its mission and has been given the authority to levy taxes within each county served in order to finance all programs and services of the ESU.

The ESU tax may not exceed one mill on the dollar on the assessed valuation of all property (excluding intangibles) within its unit area. Taxes are collected by the county treasurer and remitted to the treasurer of the ESU board. The collection is based upon a budget certified in advance by the secretary of the ESU board to the county board of equalization. The budget is published in a newspaper each year at least 10 days before being considered by the board at a public hearing. Once adopted, the budget is submitted to the state, and after funds are expended, the books are audited by the Office of the State Auditors.

Under these liberal guidelines, a variety of services are being offered by the 19 ESUs. Although no two are identical, most provide special education, media and health services, and inservice education. Some ESUs also offer computer services, cooperative purchasing, and consultant help for curriculum improvement.

The efficiency of delivery and quantity of service is very dependent upon pupils served and the geographic area covered. One would expect variations among ESU #19 serving the single district of Omaha with 59,000 pupils, ESU #17 with 74 school districts and only 3,200 pupils, and ESU #10 with 180 districts and 28,700 pupils.

As these figures imply, each ESU defines its own objectives, its own responsibilities, and its own course of action. They are not in any line or staff relationship with the State Department of Education since no chain of authority between the two was established in legislation. The ESU is not an intermediate level in any sense, because the county superintendent still has that control function. However, there are three specific relationships between the state and the ESU which have evolved:

First, cooperative information sharing is a common practice. To facilitate this exchange, the Commissioner of Education has assigned a staff member to serve as liaison officer in a non-authoritarian, non-advisory capacity.

Second, cooperative action on workshops and public information sessions. The local ESU generally serves as host for state education department meetings in their geographic area.

Third, the ESU has voluntarily assumed the role of a local school system and accepts the same level of state control. This is particularly true for federally funded programs where the ESU must meet state standards for implementing, evaluating, and reporting on projects.

ESU #4 serving five counties in the southeast corner of the state provides an excellent example of what an ESU is attempting to do. Unit 4 serves 9,425 pupils in 85 school districts. Their one mill budget for the 1975-76 school year brought in approximately $234,000. These funds were expended (under the direction of their elected nine member board) for administration and operation of all programs. Only 7.5% of the funds were used for administration of the unit with the other 92.5% going for service to local school districts.

Services included special education programs, media center operation with daily delivery service, production of instructional transparencies, tapes and booklets, audio-visual equipment repair, and operation of a mobile health van with two registered nurses aboard to check eyes, ears, nose, throat and teeth of pupils.

Despite the success of the 19 units, Nebraska's Commissioner of Education in August, 1975, appointed a special Task Force to study the function of the ESU with the purpose of improvement. This task force recommended that legislation be enacted to:

- require that each ESU have an advisory committee composed of lay persons and professional educators representing constituent school districts
- establish guidelines for programs and services offered by each ESU
- establish certification standards for employees of ESUs
- establish procedures and guidelines for making ESU boundary changes
- have the State Board of Education assign a full-time person as ESU Coordinator
- place all counties in Nebraska in an Educational Service Unit

Other Permissive State Systems

4

COLORADO

With the stress upon local school system autonomy found throughout Colorado's history, it was only natural that they would evolve a permissive system of educational service agencies similar to those developed in New York.

Article IX of the Constitution of the State of Colorado places responsibility for public school instruction in the hands of local school boards. The Constitution actually prohibits either the general assembly or the state board of education from prescribing learning materials. In 1965 the legislation further increased the power of local boards by giving them the authority to make contracts with individuals, corporations, Indian tribes, local and federal government agencies, and governing bodies of colleges or universities. However, despite the high regard for autonomy, it became quite clear to the local districts that they could not provide all the services desired for their pupils and most found it feasible to merge their efforts. During the 30-year period prior to 1965, the number of school districts in Colorado shrank from 2,000 to 181. But, even with this reduction, rising costs and inadequate funds made many specialized programs almost unattainable. Combined efforts of the Colorado Department of Education and interested legislators, in response to appeals from local boards and leading educators, led to enactment of the "Boards of Cooperative Services Act of 1965." This Act established guidelines for the creation of BOCs "wherever feasible." The legislation was clearly permissive in nature.

To form a BOCS, presidents of two or more local boards of education may call a meeting of interested local boards to gauge the level of interest. If they pass a resolution at this general meeting to organize a BOCS, only those local boards that ratify the resolution need to cooperate. A cooperative board is then formed of one representative from each participating local board to draft bylaws and a constitution. After ratification, the State Board of Education is informed of the organization of the new Board of Cooperative Services which the Commissioner then recognizes by official letter as a legal entity. Each BOCS has the responsibility of appointing a director. Since this choice is strictly theirs, in some cases they have saved money by selecting one of the local superintendents who then serves a dual role. The directors themselves have also seen the value of personal cooperation and have formed a state organization where they meet and exchange ideas.

Since the BOCS functions as a service agency to participating local boards, it may develop new programs only after needs have been identified and commitment has been established. But, to insure that the BOCS board of directors speak for their constituents, representatives serve terms of office which end the moment their local board term expires. Each BOCS also has an advisory council made up of superintendents of participating school systems. With all of these safeguards, the local districts still insist upon ratifying all decisions of the BOCS that involve utilization of local school district finances, staff, facilities, or equipment. Since no BOCS has taxing authority, it exists only at the discretion of member school districts. Even after specific programs are decided upon, local districts may pick and choose those in which they will participate. This means that the BOCS must adjust staffing and financing to those who finally ratify a given plan.

Despite what seems to be insurmountable obstacles to smooth operation, 170 of Colorado's 181 school districts are members of the 17 BOCS agencies and more than 350,000 children are receiving direct services in over 90 different programs.

In 1973, the Colorado General Assembly officially recognized the financial problems faced by each BOCS and provided an annual appropriation of $10,000 per board. This sum, although small, helped carry at least three BOCS through a difficult period. Other than this $10,000, each BOCS must generate its own funds by selling its services to local school systems or by soliciting state, federal and private foundation grants.

Lack of funds certainly leads to a lack of equal educational opportunity. In the Southwest BOCS, for example, we find eight school districts with a low population density and spread over great distances. The districts average one pupil per square mile. Of the 6,000 children served, four distinct cultures can be identified: Spanish-American, Navajo, Ute, and Anglo. Median income is far below the state level and 14% of the residents are living below federally established poverty levels. There are no colleges in the entire region and only one vocational-technical school. Other than the Southwest BOCS, there are practically no resources within the area. In such a region, it is obvious that local districts are capable only of purchasing a relatively meagre range of services. However, the BOCS did manage to offer media center services, special education, inservice education, driver training and bilingual-bicultural education. Help was given to 325 teachers and approximately 5500 children in as many as 33 different school buildings. This was financed in 1976 with local funds of $17,918 for media, $75,000 for special education, $3350 for driver simulator training, $2331 for inservice education, and $50,000 for administrative expenses. The state gave $10,000 for administration, $112,915 for bilingual education, $9332 for inservice and $87,271 for

special education. In addition, the Southwest BOCS received federal ESEA funds of $63,869 and Title VII funds of $82,500. Other smaller grants were unlisted.

In contrast, the San Luis Valley BOCS budget for 1975 included $227,763 in local funds, $317,796 from the state, and $1,134,179 in federal grants. They serve 14 districts and offer a wide range of services including:

- special education (830 students)
- a multimedia center (10,500 students)
- a gifted and talented project (110 students)
- staff development programs (610 teachers)
- early childhood education project (119 students)
- bilingual education (1,060 students)
- driver simulation training (800 students)
- student diagnostic services (600 students)
- individual learning curriculum laboratories (1200 students)
- cooperative purchasing (13 school districts)

CALIFORNIA

Although California still operates a three-tier system with the county serving as the intermediate unit, permissive legislation was passed in 1964 and implemented in 1965 to allow the formation of multi-county educational data centers.

The Ventura Regional Education Data Center was founded in early 1965 as one of two original centers. Exploratory meetings were held in San Luis Obispo, Santa Barbara and Ventura counties to assess needs. By June the Center was in operation with the premise that efficient, effective, cost-saving computer services could be provided on a voluntary non-profit basis.

Within 10 years, the Ventura Center was providing student accounting for 208 schools in 44 districts with some 123,000 students. During

three of those 10 years, the Center gave rebates to participating schools because costs ran less than the contracted price. Student services include attendance accounting, scheduling, test scoring, grade reporting, and career planning reports. The latter service is widely used with more than 90,000 students from 79 districts in 15 counties making use of the occupational career planning service.

The Center Director reports directly to the Ventura County Superintendent of Schools. Although the Director is in charge of staffing, his recommendations must be approved by the Superintendent and the County Board of Education.

The Sacramento Regional Data Processing Center was the second of the two original centers and is similar in many respects to the Ventura operation and to eight other data centers in California. It was established through a multi-county effort and is under the direct administration of the Sacramento County Superintendent of Schools and his Board of Education. The Sacramento Center has a seven member "Steering Committee" (elected at large by representatives of the participating school districts) which is responsible for recommending policy. Candidacy for the Steering Committee is limited, however, to district or county office of education personnel who have administrative responsibility for data processing in their respective school units. This professional group recommends the extent of service, addition of new districts, the annual budget for services, staffing needs, the addition of equipment, and future plans. The Data Processing Director is responsible for operation of the Center but is under the direct supervision of the Assistant Superintendent of the Sacramento County Office.

Although the California Data Centers are limited in scope, local districts receive a great many services through county offices. Each of the 58 counties has a professional staff in the office of the county superintendent and receives funds from the state to be used

for service to the districts. Each county office conducts classes for the mentally and physically handicapped, coordinates all special education programs in the county, and provides extensive audiovisual services for the districts. In addition, a number of services are offered smaller districts including: library service, attendance and health care, supervision of instruction for elementary districts with less than 901 average daily attendance and for secondary districts with less than 301 a.d.a.

MASSACHUSETTS

Using the broad powers allowed the State Board of Education under the Willis-Harrington Act (Chapter 15, General Laws of Massachusetts), in 1966 the Commissioner of Education began a move toward decentralization. Two pilot centers, each a branch office of the state department, opened that year. These were followed by two others in 1968 and by the final two in 1970. With the completion of this statewide network in 1970, the total operation was placed in an Office of Regional Centers headed by a full-time Director in the Commissioner's office. Today, the centers work directly under a Deputy Commissioner for Coordination. As the centers gained acceptance, the Legislature increased monetary support and made their dependence on federal aid programs less important. With more than one-third of the Department's professional staff and most service functions assigned to the centers, in the eyes of many school districts the regional center is the Department of Education!

The functions of Regional Educational Centers (RECs) grew out of goals and objectives adopted by the State Board of Education. They include:

- assessment of regional educational needs
- identification of area resources

- delivery of State Department services
- service as an information clearing house
- establishment of bases for cooperative efforts
- provision of consultants
- assistance in effecting educational change
- interpretation of statutes and regulations
- coordination of needs and resources, primarily through the development of collaboratives

RECs have responsibility for monitoring, leadership and service but their major purpose is to provide service.

RECs are expected to review project grant proposals, oversee categorical aid programs, monitor any local efforts using state or federal funds, arrange inservice training programs and obtain feedback from local school districts.

These responsibilities are clearly different from those retained at the main office of the State Department of Education. The main office monitors regional staff activities, provides supplementary support, makes legal determinations about compliance with state and federal laws, provides annual budget planning, carries out State Board directives, and evaluates Departmental efforts. Although the central office and the regional centers cooperate to solve common problems, they believe that operational decision making should take place as close to the problem area as possible. To help in this process, each REC has an advisory council composed of 13 members appointed for three-year terms plus not more than 12 members appointed for not less than one year nor more than two years. Members may not serve more than two terms and the majority of total membership must be lay people. As vacancies on the REC council occur, new candidates are nominated by a Member Selection Committee. A majority vote of members present at the next REC council meeting confirms the appointment. Formal notice of appointment is then given by the

State Board of Education.

The State Board of Education also formally appoints at least one of its members to each of the Regional Education Councils. Each council has been extremely helpful in developing needs assessments for their region, in establishing priorities, in locating and coordinating area resources and as a sounding board and advisory group to the REC.

RECs are composed of a center coordinator, team leaders, administrative support staff and a growing number of educational specialists who provide a wide range of consultant services. As the number of services increased, most centers had to relocate into larger, better equipped and more convenient quarters. Experience to date shows that each person assigned to a regional center incurs an additional cost of $1700 plus $750 per person for rent. Naturally, there would be some savings in transportation costs over the old system and an enormous increase in efficiency and service. Relocating personnel into RECs was largely carried out by voluntary transfer and the shift of openings created through normal attrition. During 1975, it was estimated that more than 50,000 persons received services from the six RECs and that approximately 2500 programs were sponsored.

Since the centers primarily fill an innovative, catalytic, and coordinating role they are very active in inservice education not only by providing their own resources but by having access to a national pool of business and college consultants. RECs have helped school districts develop their own computer-aided instructional programs, cooperative media centers, curriculum development projects and have aided in the establishment of approximately 100 special-purpose educational collaboratives.

In addition, five independent, non-profit, multi-purpose, multi-district centers have received some help. These are:

EDCO (Educational Collaborative) serving nine communities in the Boston/Cambridge area

HEC (Hampshire Education Collaborative) in western Massachusetts operating out of Hadley

MEC (Merrimack Education Center) serving 21 communities with 100,000 pupils in the Chelmsford area

SPOKE, with four district members located near Norton

TEC (The Education Cooperative) serving the Framingham area

The directors of these five centers have joined their efforts to those of paid directors of single-purpose collaboratives to form the Massachusetts Organization of Educational Collaboratives (MOEC) which now has 40 members. Their major objective at present is to develop new legislation to clarify the fiscal and administrative status of educational service centers and to improve their potential for the delivery of services to cooperating districts. They believe the previous laws (PL796 passed in 1974 and PL797 approved in 1975) were too nebulous for efficient operation.

Massachusetts has not ruled out the possibility of having RECs receive and disburse funds independently of the State Department of Education but this would require legislative action. Proponents believe this added capability would open up new avenues of service so the RECs could themselves act as collaboratives, but opponents feel that having local districts buy in for services might lock the REC into specialized activities. They feel it is more efficient to encourage voluntary cooperation through independent multi-purpose collaboratives, and they point to those that are now operating quite successfully in Massachusetts.

IDAHO

The legislature of the state of Idaho declared its intent in 1967

to "encourage school districts to cooperatively provide those educational services which they are unable to offer singly or which can be provided more economically and/or more efficiently in combination with other districts." (Idaho Code, Section 33-315). Three such agencies now exist: The Canyon Owyhee School Service Agency, the Idaho District Co-op Service Agency, and the Bingham County Cooperative Service Agency. Since these agencies cover only a small portion of Idaho, the state itself plans on establishing regional offices of the State Department of Education. Like Massachusetts, they hope to provide services to local districts that previously could be obtained only at the central office.

Two regional offices will be established in 1977, one in the north and one in the eastern part of the state. A limited number of staff will be transferred from the central office in Boise to accomplish this goal.

CONNECTICUT

Five of Connecticut's six educational service centers trace their origin to the impetus provided by Title III of the Elementary and Secondary Education Act of 1965. In 1967 enabling legislation was passed and amended in 1969 (CGS 10-158 b&c) to permit interdistrict cooperation in a variety of educational efforts beyond those funded by Title III. However, this law was still restrictive in part and did not specifically cover the needs of an actual service center. Pressures for new legislation increased and Connecticut General Statute, Sec. 10-66 became law on July 1, 1972. This permissive legislation states: "Commencing August 1, 1972, a regional educational service center may be established in any regional state planning area... by four or more boards of education for the purpose of cooperative action by town or regional boards of education to furnish programs

and services to the participating boards of education." Thus far, five centers (ACES, CES, CREC, NARES, and RESCUE) have petitioned and been approved for operation under the 1972 statute. Project LEARN continues to operate according to the 1969 provisions for interdistrict cooperation. Today, these six centers provide service to more than two-thirds of the towns and 75 percent of the children in Connecticut.

Area Cooperative Educational Services (ACES) serves the south central area of the state. Brought into existence in 1969 with a staff of two, it presently has a staff of 175 and a budget in excess of three million dollars. Sixteen school districts are active members and direct the organization through locally elected Board of Education members serving on the ACES governing body.

Services are rendered to local school districts on a fee or contract basis. These services include various programs for the severely handicapped, programs for the gifted and talented, computer access, resource libraries, career education programs, evaluation specialists, cooperative purchasing, a special transportation fleet and inservice education for educational personnel. State and federal grants are utilized to develop new programs and services or to strengthen existing efforts.

The Capitol Region Education Council (CREC) has served the north central portion of Connecticut since 1966. Thirty-nine local boards of education enrolling more than 175,000 students are active members of the Council. They are served by a staff of 200 supported by a four million dollar budget realized from local, state, federal and private sources and governed by publicly elected officials.

CREC provides direct services to children and support services to instructional staff. Among these are alternative education, special education, vocational education and job training, programs for the gifted and talented, parent training, instructional media

evaluation and distribution, computerized instructional and guidance support, and inservice education. In addition, CREC offers consultant services to member school systems in program development and implementation, career education, personnel and program evaluation, and cooperative purchasing.

According to CREC's 1976 report, its purpose is "to encourage cooperative educational programs by considering problems and opportunities affecting public schools and through this coordinated effort to improve the quality of public education."

Cooperative Educational Services (CES), formerly called SPRED, is a multi-town educational cooperative that services the southwest portion of the state. CES, founded in 1967, was conceptually designed to provide specialized education programs on a cost effective basis for Fairfield County local education agencies. It is now comprised of nine school districts who support the organization through membership dues, tuitions and fees. The organization is governed by a thirteen-member Representative Council comprised of member LEA school board representatives.

Education programs and ancillary services are available to all member and non-member towns. Programs are provided in the areas of: special education, career education, information services, gifted and talented, education computer systems, and an area film cooperative. In addition, CES provides inservice education and program evaluation capabilities. State and federal grants are utilized to develop new programs and expand existing efforts.

Project LEARN is an example of how an initially modest program may develop into a major educational agency. The local Superintendents' Association in the southeastern portion of Connecticut developed a proposal for the Shoreline Multi-Media Center in 1966. A Title III Planning Grant quickly led to the concept of a broader range of

services than first envisioned. Project LEARN's initial programs emphasized the performing arts, inservice activities, and a media center.

Currently organized as an Inter-District Committee, Project LEARN offers a wide range of educational opportunities for 19 communities with an enrollment of 32,350 students. A fee of $5.40 per pupil provides a number of major services including career education, the performing arts, programs for exceptional children, a special education resource center, instructional audio-visual materials, inservice education programs, information, research and supportive management services.

Northeast Area Regional Educational Services (NARES) is the newest of Connecticut's six educational service centers. Serving eleven districts since 1974, NARES indicates that its purpose is "to secure and administer resources for educational services which can be provided to the member towns more effectively, efficiently and economically by a voluntary cooperative effort."

Based upon identification of needs in its participating districts, NARES is providing programs for the learning disabled, emotionally disturbed, and low ability children in its area. In addition, it offers services for the speech and hearing impaired, testing for early identification of handicapped children, delivery of instructional materials for special education and career education, and staff development through programs of inservice education.

The Regional Educational Services Center through United Effort (RESCUE) currently serves 26 member districts in the western area of the state. One of the original regional educational service centers established in 1966, the agency currently employs a staff of 80 and operates out of six locations with a budget of approximately one million dollars. The organization is governed by locally elected Board of Education members serving on RESCUE's Board of Directors.

The primary function of RESCUE is to assist its member districts in identifying and meeting their educational needs through cooperative efforts and programming. Services offered to local school districts on a fee or contracted basis include classes and busing for special education students, resource libraries, career education services/programs, computer services on a time-sharing basis, itinerant services in psychological and health fields, curriculum services, both specialists and materials, and inservice education for all educational personnel. State and federal grants are utilized to assist in the development of new programs and services or to strengthen existing ones.

WYOMING

The Big Horn Basin Children's Center started in 1966 with special education services to local districts in a five-county area. They soon recognized the need for legislation and worked toward that goal. It was achieved when the Wyoming Legislature passed "The Boards of Cooperative Educational Services Act of 1969." The act was passed to allow combinations of districts to cooperate in order "...to provide educational services, including but not limited to vocational-technical education, adult education, and services for exceptional children."

The legislation states that Boards of Trustees of cooperative educational services (known as BOCS) will consist of five to nine members unless more than nine districts are participating. In this case, each local school district (or community college district) will have one member. The Board is empowered to elect from its membership a chairman, vice chairman, clerk, and treasurer for one-year terms. Financing is handled by the participating districts on a basis agreed upon by all parties concerned.

The legislation of 1969 proved deficient, however, and was

improved in 1971 with passage of an additional act empowering BOCs to buy or lease property, to contract for services with other agencies, to accept federal grants, to hire and discharge employees, and to provide for expenses of the Board.

In April 1971, the Northwest Wyoming Board of Cooperative Services was formed and has since absorbed operation of the original Big Horn Basin Children's Center and related enterprises. In addition, they operate a regional materials and resource center and an outdoor science classroom for 21 cooperating districts in a five-county area. Operating under state guidelines, they are governed by a 21-member Board of Trustees with one member representing each participating board of education. This Board then selects nine of its members to serve as its Executive Board.

In addition to the Northwest Wyoming BOCs, a second operational cooperative serving 12 districts has been developed in the state. Known as the Region V BOCs, this center has concentrated on providing special education services for participating school systems. They operate a media center and offer help in speech therapy, occupational therapy, school psychology, and career education.

UTAH

The Regional Service Units Program was first authorized by the Utah State Legislature in 1969. The Act called for service units to be established in rural areas as determined by the State Board of Education. Those school districts interested in participating were advised to submit group plans setting forth their purposes. Three units (Southwestern, Northeastern and Central) were approved and given $40,000 each to implement their initial plans. In 1971, a fourth unit (Southeastern Utah Education Service Center) was established giving the state more complete coverage. All units operate

on a multi-district basis primarily to aid small school systems in obtaining services they could never afford alone. The Service Units also prepare proposals designed to attract additional grants of aid.

An evaluation study, funded by the Utah State Board of Education, revealed remarkable similarities between the programs of the four Service Units. All are offering services in the following areas: special education, cooperative purchasing, library and film repository, curriculum consultation, workshops for teachers, assistance with grant submission, monitoring of instructional materials purchases. Three units are offering electronic repair services and two offer psychological services.

TENNESSEE

On February 27, 1970, Tennessee established permissive legislation to encourage the development of educational service centers. House Bill No. 1149, enables local school districts to cooperate financially in shared programs and services. Although the legislation is careful to leave responsibility for conventional services in local hands, school systems are urged to seek means for providing better service at lower cost. The state does not provide funding but retains veto power over cooperative financial ventures. All agreements must be approved by the affected state agency, the Commissioner of Education, or by the State Attorney General.

Cooperatives may buy, sell or lease property and joint ventures are permitted to levy taxes and issue bonds provided state approval has been obtained. Some cooperatives, operating prior to the 1970 legislation with federal funds, have been strengthened. Others were given the impetus to begin. There are presently four cooperatives in action with others being planned.

The Clinch-Powell Educational Cooperative started in 1969 as a

joint effort of four counties in northeastern Tennessee. Its governing board includes one superintendent and one board member from each participating district plus ex officio members from higher education and the state department of education. Services include teacher education, special preschool education for the handicapped, and "home start" training designed to assist parents in guiding the development of their children.

The Upper East Tennessee Educational Cooperative is a joint venture of 13 local school systems which started with federal and state funds plus participant fees. Their full-time staff of four provides cooperative purchasing of food, custodial and instructional supplies. They also offer a project for the handicapped.

The Little Tennessee Valley Educational Cooperative in southeast Tennessee is a three-county effort aimed at providing a number of services with particular stress on vocational and special education.

The Tennessee Appalachia Educational Cooperative (TAEC) in eastern Tennessee offers help to members in fields of planning, development and administration. They provide psychological services, vocational education coordination, a driver education project, media service, and information on environmental studies. Without question, their work as a demonstration center for several years inspired the development of several other service centers in Tennessee.

MARYLAND

Maryland has had one operational center since 1970 although it did not become a legal entity until December 26, 1973, after the passage of enabling legislation. The Regional Education Service Agency of Appalachian Maryland (RESA) serves a three-county area with its major stress placed on the development of programs to meet local needs. Programs include home education for food management

child development, a family aide program, health education, consumerism, and manpower development.

More than 4500 students are benefiting from the skills of professionals in the fields of psychology, hearing and speech who have provided screening, testing, diagnosis, prescription and follow-up services. The RESA is voluntary and includes eight educational institutions in its formal organization. In addition to the three county boards of education, other members are the Allegany and Garrett Community Colleges, Hagerstown Junior College, Frostburg State College and the University of Maryland.

VIRGINIA

Effective July 1, 1975, the Commonwealth of Virginia enacted legislation "to establish voluntary regional education service agencies for the purpose of sharing services which are designed to improve the effectiveness of the educational programs of member local school divisions, on a voluntary basis" (Virginia School Laws, Section 22-352). As indicated by the double use of the word "voluntary", establishment of a RESA and membership in a RESA once established are encouraged but not necessary. At present, Virginia has not been organized into regional service agencies and the few voluntary arrangements that do exist are in the fields of special education or vocational-technical education when local districts are unable to provide such services on their own. The legislation also makes clear that no board of directors shall hold title to real property or levy or collect any taxes. The executive director shall be responsible for administration of programs and services approved by a RESA board of directors, but funds for such programs will be based on contracts with member school districts.

MINNESOTA

Any observer looking at the history of education in Minnesota could readily discern that it was only a matter of time until educational service centers would become the norm. Cooperative efforts had proliferated in the state but in a rather haphazard manner. Studies in the late 1960s showed more than 175 school districts involved in some 54 vocational centers. Special education cooperatives existed in 37 different locations. These were coordinated by eight Special Education Regional Coordinators and included from three to 24 school districts at each site. Six Educational Research and Development Councils had been formed with memberships varying from 24 to 109 school districts each. A number of computer cooperatives had also been established to provide data processing service to participants. In addition, several large media centers were serving multi-district areas by distributing film and repairing audiovisual equipment. Cooperation was a way of life for most school districts.

In 1968, when the State Department of Education formed a task force of school board members and superintendents to make recommendations concerning the formation of regional service centers, it was no surprise that legislation was proposed. However, in 1971 and again in 1973 such legislation failed. But, in 1973, a bill to establish a pilot Education Service Area (ESA) was approved and funded by the Legislature with the requirement for a careful evaluation.

This single ESA proved to be a viable organization and came out with a strong recommendation for the concept of voluntary membership. Of 120 school districts eligible for participation in ESA programs, 105 were involved. The ESA also had a number of non-public school "associate members" willingly paying for service.

Within two years, the Service Center had 75 full-time staff members and another 10 part-time. Their budget of approximately

$1,400,000 was derived largely from local contracts (60%) with only 40% dependent upon state and federal sources.

On February 11, 1976, the Governor of Minnesota signed into law an act calling for the establishment of 10 Educational Cooperative Service Units (ECSUs). Geographic boundaries were made to coincide with previously determined Development Regions (or with Combined Regions in three instances) but the legislation states that ECSUs "shall not be responsible to nor governed by that regional development commission."

The law is permissive and calls for the organization of each service unit "only upon petition to the state board of education by a majority of all school districts in an ECSU."

The primary purposes of the ECSUs are to perform educational planning on a regional basis and to help meet the educational needs of children through cooperative effort. Based on experience in the pilot project, non-voting associate memberships are available to non-public school administrative units.

Control of each ECSU is in the hands of a board of directors which may be composed of from 6 - 15 members. The directors must be current members of participating public school districts and their term of office is three years with one-third elected each year. Each board, if it wishes, may appoint up to three participating superintendents as ex officio, non-voting members. Board powers include hiring staff and leasing or buying facilities subject to review by the state board of education. An annual evaluation report is required by September 1 of each year. Boards also are encouraged, not required, to establish cooperative, working relationships with institutions of higher learning.

An advisory council composed of school administrators, teachers, parents, and lay public is appointed by each ECSU Board and selection

procedures must be submitted to the State Board.

Programs and services are suggested in the legislation, but are not limited. Recommended services are: curriculum development, in-service training, teacher and pupil personnel services, shared time programs, purchasing, data processing, evaluations, research, educational television, media centers, publication and dissemination of materials, regional planning, school scheduling, vocational and special education, early childhood and family education, health service, and child development centers.

Approximately one-half million dollars was appropriated from the general fund for start-up purposes with $45,450 designated for each ECSU. In addition, $100,000 was appropriated specifically to support pilot programs "for inservice training for regular classroom teachers in techniques of education of mildly learning disabled and retarded pupils."

Other Mandatory State Systems

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MICHIGAN

In 1962 the Michigan State Legislature passed Act 190 (effective March 28, 1963) which phased out 83 county boards of education and replaced them with Intermediate School Districts (ISDs). The act added some responsibilities including that of contracting with local school districts for the provision of special education and of area vocational-technical education with funds to be raised from area-wide taxes. Because Act 190 allowed the former county districts to combine their areas if desired, the present 58 ISDs now vary in size from 305 square miles (Barry ISD) to 3753 square miles (Eastern Upper Peninsula ISD). It is interesting to note that every local school district is part of an ISD and that none is exempt. The intermediate districts, therefore, cover the entire state.

ISD boards vary in number and method of selection according to the wishes of electors in the area. In 43 ISDs, there are five-member boards nominated by petition and elected by an electorate consisting of one member representing each constituent local district board of education. The other 15 ISDs have seven-member boards but three of the 15 have chosen to elect all members through popular election by registered voters. The term of office in all cases is six years with staggered terms requiring elections every two years. Staffing patterns vary between ISDs based largely upon financial resources. Generally, ISDs hire a superintendent, various assistants, specialists in the areas of general, special and compensatory education, and supporting staff.

Financing comes from four sources:

1) tax levies on property within the ISD area
2) state appropriations for general operations, special programs and demonstration projects
3) federal appropriations from the USOE for categorical programs and projects
4) fees paid by constituent local school districts for services provided through contracts

Because the ISD competes with all other eligible local governmental agencies for tax levies, the ability to obtain such funds for needed services varies widely from one area to another. The Oakland County ISD provides an excellent example of how funds are raised. In 1967, they became one of the first to endorse vocational education centers by means of popular vote. Their half-mill levy was passed and raised sufficient funds to pay for the construction of four area centers, one in each quarter of their county. The ISD then contracted with one local district in each area to actually build and operate the centers. The first of these vocational centers opened in 1969, and enrollment has increased annually. Programs are offered in 32 different occupations and more than 6000 students are being served.

The law establishing ISDs in Michigan also mandated planning special education services for all persons up to the age of 26 requiring such help. Each year, ISDs are required to submit detailed plans to the State Board of Education explaining how they intend to deliver the services. Development of the plan is generally a joint effort of the ISD, superintendents of constituent districts, and a parents' advisory committee. Final approval must come from the State Board of Education.

In addition to mandated responsibilities, the Michigan statutes permit a tremendous latitude in services rendered. The Oakland Schools ISD is another center offering a full range. During the

1975-76 school year their budget included $1,515,102 received from local property taxes and $1,192,743 from general state aid. Other sources brought the revenues up to more than $3,100,000. Services included: school psychologist, speech and hearing, individualized curriculum planning for handicapped students, measurement and guidance, educational media, computerized student achievement monitoring, a reading and language center, science education, transportation for more than 100,000 children in 28 constituent districts, and food service. Certainly, no local district could maintain such a varied and complex range of services if working alone.

Although the mandate of the legislation is clear, how each ISD perceives its role may vary. The Kent ISD, serving 20 constituent local districts, summarizes it this way: "What we do falls into three main areas -- each of equal importance. First, we are providers of service to our constituent districts -- giving them what they ask for in terms of educational assistance. Second, we are initiators of new programs. Through development and persuasion, we present new ideas, new approaches. Third, we comply with all present legislation, and adjust to changes as they occur. A common aim runs through each of the prior points -- that is a constant effort to improve the quality of the education received by all of our children."

OREGON

In 1963 the State Legislature passed laws mandating that Intermediate Education Districts (IEDs) be established to succeed rural school districts. However, the legislation applied only to those counties "with more than one school district." Six counties operating single-district systems are still under old regulations. Two other counties agreed to form a single IED. Today, Oregon is operating 29 IEDs covering 30 of its 36 counties. The board of directors for each

IED consists of seven members elected by voters in the IED area. If an IED district has a population of less than 300,000, it is divided into not more than five electoral zones with one board member elected from each and the remaining two elected at large. In IEDs with populations exceeding 300,000, all board directors are elected at large. Terms of office are for four years.

Boards have a number of powers including: provision of special education programs, distribution of funds, conduct of audits, budget and tax levying duties, registration of contracts and teaching certificates, the purchase, rental or lease of land and buildings, the hiring of personnel to carry out its duties. Many of these functions were a mere holdover from the former rural school district role. The need for reorganization and revision was evident and further legislative action was taken in 1967 and again in 1975.

The purpose of the IED per Chapter 334, Section 334.005 of the Oregon statutes is "... to provide maximum excellence in education and as nearly equal educational opportunities for all the children of this state as is feasible under optimum local control." The IED is expected to perform the function of financial equalization among local school districts in its area, to assist the State Board of Education in providing state services, and to help local districts obtain needed services and facilities on a cooperative basis. Among the IED services are curriculum improvement programs, media and library centers, cooperative purchasing, data processing services, and instructional programs for handicapped, mentally retarded and emotionally disturbed children.

Annually by March 1, each IED and two-thirds of its component districts (containing a majority of all pupils in the IED) must agree upon the extent and nature of services to be offered. In the case of services not agreed upon, the IED may provide specific help only to

those local districts desiring to pay for it directly. Service agreements must be approved by the Superintendent of Public Instruction within 30 days after the proposal has been submitted.

WASHINGTON

The idea of an intermediate school district was developed in Washington more than 20 years ago when it was proposed that 39 county systems might be consolidated into about 20 units. In 1959 the State Board of Education was directed to submit a plan. After studying structures in other states, their report recommended that 13 intermediate districts be formed. In 1965 permissive legislation was passed and during the next four years six intermediate school districts were formed of which only two involved multi-county consolidations. In 1969, feeling that voluntary measures had failed, the Legislature passed a bill (Chapter 176, Laws of 1969) which mandated that the State Board of Education would create a system of intermediate school districts. The office of county superintendent was abolished with the provision that superintendents could serve out their elected terms in the new districts. On May 27, 1969, 14 ISDs were established. Experience during the next few years led to further change in 1971. The legislation was amended to eliminate regulatory, supervisory, and quasi-judicial powers carried over from the old county system and to emphasize the service functions of ISDs. Two additional consolidations were made in 1972 that brought the number of ISDs down to the current 12. Each ISD district is divided into seven areas of approximately equal population and one representative as elected by the voters of the area to sit on a seven-member ISD board of directors. Every 10 years, ISD boards are required to change the boundaries of sub-areas if necessary to provide equal representation. Terms of office are for four years with half the

numbers elected every two years. Boards may be increased to nine members by resolution. The ISD board is the policy-making body, but its duties are defined in the statutes. The Board is responsible for selecting the ISD Superintendent, for approving additional staff, programs, and budgets. However, their purpose is clear and they are expected "to provide cooperative and informational services to local school districts" (Chapter 176, Laws of 1969). To make sure they fill needs, the superintendents of all local school systems within the ISD serve as an advisory board on all matters pertaining to policy, program, budgets, and staff.

Financial support came from four main sources: federal, state, county and local school districts. However, in 1974 county funding was phased out and ISDs were instructed to become more autonomous with respect to county governments. By 1975, the ISDs were still in an evolutionary stage. Legislation was proposed and passed to redefine the role and to redesignate the ISD as an Educational Service District (ESD). Proposals have been made to reduce the number of ESDs from 12 to as few as six. Authority to change ESD boundaries is under consideration. Efficiency in management and possible cost savings are being studied. In any case, there is no longer a question about the efficacy of the educational service center approach, the only questions seem to concern how they will operate.

Financing, of course, is always a problem. The state allocates funds by means of a formula based on number of pupils, number of local districts being served, and the total area in square miles. The percentage of total budget received from the state remains relatively low. Most money comes from either categorical funds (about 50%) or from local school districts.

Programs are primarily aimed at helping the small local districts but the larger districts also recognize the value of certain

services. Most ISDs operate cooperatively in such areas as handicapped education, vocational education, data processing and traffic safety. They provide inservice education for teachers and administrators, some pupil personnel services, film libraries and learning resource centers, evaluation of federal projects, and consultant services in curriculum and financial planning.

Despite these efforts, there is a wide variety of services and a recognition that ESDs have not solved the problem of providing equal educational opportunities for all students in the state. Obviously, some local districts can purchase services that others cannot afford.

ILLINOIS

Effective August 11, 1969, the Illinois Legislature mandated that all counties would be designated as Educational Service Regions (ESRs) but that beginning on August 2, 1971, consolidation of two or more regions into a single ESR could take place. In phasing out the old county system, each county superintendent was redesignated a "Superintendent of Educational Service Region" or "Regional Superintendent." Since the Illinois Service Regions blanket the entire state, every school district is within an ESR. If a school district boundary overlaps two ESR areas, then the ESR containing the majority of pupils has jurisdiction. Although each school district falls under the ESR Superintendent for certain regulatory functions, the district has the right to select only those service projects in which it wishes to participate.

The School Code of Illinois, Article 3A: "Educational Service Regions", also mandated that "Except in the case of an educational service region that has been formed from the consolidation of 3 or more regions, after April 1, 1973, each region must contain at least

16,000 inhabitants and after April 1, 1977, each region must contain at least 33,000 inhabitants." Although the legislation clearly mandated that ESRs would be established, counties could voluntarily form cooperative ESRs just so long as minimum demographic standards were met. To safeguard mergers, each regional superintendent was to appoint "a non-partisan citizens committee consisting of 5 members to consider the advisability of such a consolidation." Such committees could then petition regional boards of school trustees to conduct hearings. Boards of Trustees would then file their decisions with the Superintendent of Public Instruction who was authorized to approve new ESRs. Where regions did not voluntarily meet the population requirements, the Superintendent of Public Instruction was empowered to direct the consolidation of contiguous regions.

As is apparent from this description, Illinois is still in a period of transition. By 1977, it is expected that the original 102 county systems will have been reduced to approximately 57 ESRs.

In a letter dated April 12, 1976, the State Superintendent of Education wrote: "While reorganization of this magnitude promises to be long, difficult and painful, we are of the opinion that the effort will be very worthwhile. Present plans indicate that media, inservice training, data processing, special education, and some regulatory functions may well be some of the primary functions of the office."

PENNSYLVANIA

In 1970, Pennsylvania dissolved the offices of county superintendent of schools and the county board of school directors and replaced them with a system of 29 intermediate units (IUs). The powers and duties of the county offices were transferred to newly elected 13-member intermediate unit boards. Each component district must have at least one representative on the Board unless the IU contains

more than 13 districts. In this case, no district may have more than one representative. The legislation further mandated that "each school district of the Commonwealth shall be assigned to an intermediate unit." The new 13-member board of directors for each IU was empowered to elect a president, vice-president, a secretary and a treasurer and to appoint an executive director to serve as its executive officer. This executive director was to head up an IU staff consisting of as many assistants, program specialists, teachers and supporting staff as necessary to conduct approved programs. The IUs also were ordered to supply the essential services previously provided by the county boards but to consider this a minimum for the future. They were instructed to prepare a general operating budget for the first year of operation, separate budgets for special education and vocational-technical education, and sub-budgets for each additional service provided. The service budgets were to be supported by districts receiving services. The state guaranteed an allocation at least equal to the funding previously received by the county superintendent's office during the 1968-69 year of operation.

In a Pennsylvania Department of Education report of 1974, comparisons were made between the first two years of IU operation and the final year of County Office operation. The comparative analysis shows that services were greatly increased in almost all 29 IU areas in the fields of curriculum development, educational planning, supply of instructional materials, pupil personnel services, state-federal liaison and management. Continuing education services had improved in a dozen IU regions, special education service increased in all but six IUs and vocational-technical educational services increased in 12 IU areas, decreased in five regions and remained the same in the others. The decreases were the result of an option selected by a number of school districts to operate their own cooperative programs

without intermediate unit coordination.

IOWA

Iowa took a giant step in 1974 when it established 15 Area Education Agencies (AEAs) to replace 79 county and multi-county systems. The 15 AEAs were designed to share common boundaries with their 15 community colleges and vocational-technical schools. The Code of Iowa, Volume I, 1975, Chapter 273, section 273.2 states: "The programs and services provided shall be at least commensurate with programs and services existing on July 1, 1974." The legislation goes on to mandate special education and media services for local school districts in each area and suggests the following services within the limits of available funds:

1) inservice training programs
2) educational data processing
3) research, demonstration projects and models
4) auxiliary services for children under five years of age and for children requiring special education

However, AEAs were warned not to establish "programs and services which duplicate programs and services provided by the area schools.." Further, AEAs were instructed to offer auxiliary programs and services only upon the written request of 60% of the school districts served or upon the request of boards representing 60% of the AEA enrollment. To finance services other than special education and media centers, the Legislature approved an additional $10 per pupil. The state comptroller calculates the amounts needed by each AEA for services and computes the amount due from each school district based upon weighted enrollments (i.e., regular student weight of one, severely handicapped 4.4, special student in self-contained room 2.2, etc.). The funds are then deducted from state aid due the

district and paid directly to the AEA on a quarterly basis during each school year. If the amount due the AEA exceeds the amount of state aid for a given district, the school district then must pay the AEA out of other money received. The AEAs of Iowa are now providing services for 450 school districts in all 99 counties.

The Heartland Education Agency is the largest and most diverse of the 15 AEAs and serves 63 local districts ranging from Des Moines down to some of the smallest and most rural areas in Iowa. Heartland includes 6000 teachers and more than 130,000 pupils. Its nine-member board of directors is selected by the constituent district boards of education and is delivering help through three service divisions: special education, educational media, and educational services. The latter division, in addition to consultant help, is offering educational research, program evaluation, guidance and testing, and a program of cooperative purchasing. The agency states that its goal "...is to help schools run themselves, to serve, not regulate."

OKLAHOMA

Twenty Regional Education Service Centers (RESCs) were authorized by the 1974 Oklahoma Legislature. These centers were created to offer school districts professional assistance in five major areas to improve instruction for students.

1. Student appraisal

   screening, diagnosis and evaluation services for children with learning problems

2. Media

   lending library of media with an emphasis on special education materials

3. Individualized learning plans

   prescriptive teaching plans for teachers having students with learning problems

4. Staff development

   inservice programs for educators working with students having special needs

5. Educational planning

   improvement of present services and help in establishing new special education services

Oklahoma's RESCs were designed to serve areas of 25-50 miles in radius with a student population between 10,000-20,000. Each center is staffed with a minimum of one director, one secretary, one psychometrist and one prescriptive teacher. All are 12-month positions. Each director annually submits a line item budget to the State Director of Regional Education Service Centers for funding. Each center also submits a Plan of Action showing evidence of a needs assessment, goals, objectives, evaluation plan, and the school districts to be served.

Although RESCs were formed specifically to provide special education services, the terminology of the law is relatively broad and does permit an expansion of services into a variety of areas. Indications are that this is happening.

MONTANA

Unlike the multi-purpose centers previously described, Montana has developed educational service agencies with rather limited purposes. In 1972 the Superintendent of Public Instruction indicated that a regional special education service model would be the most efficient and economical method for providing services to handicapped children throughout the state. During 1973, this approach was implemented and in 1975 the Montana State Legislature made regionalization official. Five regions were mandated and in August, 1975, the Superintendent of Public Instruction numbered the Special Education Regional Services areas to correspond with those already established

for mental health and mental retardation. Each regional coordinator must meet the same requirements as a special education supervisor and is an agent of the Superintendent of Public Instruction. Regional councils of 12-18 members are made up of one-third lay people and two-thirds professional educators. One school district in each region serves as the fiscal agent and handles all state and federal funds available for regional services.

Other Mandatory/Voluntary State Systems

6

TEXAS

In 1965 the Texas Legislature authorized the establishment of Regional Media Centers to be operational by September 1967. During this same period, the Texas Education Agency (charged with administering Title III, ESEA funds) decided that coordination of the two programs would provide the machinery for involving all school systems in educational planning for the State. In the fall of 1965, the Texas Commissioner of Education called together a State panel composed of school, college and university representatives to identify the most pressing educational needs. The panel's report served as a guide in planning projects during the following year and the Texas Education Agency undertook an in-depth study of the possibility for providing future services on a regional basis. The Agency's Executive Planning Committee developed a detailed description of 12 regional services particularly appropriate for Texas. A study trip to regional centers in New York followed. Results of this study and others made by the Advisory Committee on Regional Education Media Centers led to the concept of providing a range of regional services. A Joint Committee was formed in each region of the state to hold organizational--planning meetings during April 1967. Local boards of education had the responsibility for naming a representative to the Joint Committee. Almost without exception, they selected the local superintendent. However, the Service Center Board of Directors, elected by the Joint Committee is composed of five or seven members who are lay citizens living in the region.

Recognizing the scope of operations that were rapidly evolving, the 1967 Legislature passed legislation creating regional education service centers (RESCs) with powers beyond their original plan. They stated that such centers "shall operate to provide to school districts education media materials, equipment and maintenance; educational services; and coordination of educational planning." They also made the centers eligible to directly receive certain Federal funds.

In May 1967, RESC Boards were authorized to appoint executive directors and to select sites for their centers. Also in May, the State Board of Education created an Office of Education Service Centers under direction of an Assistant Commissioner for Service Centers. The 20 executive directors for the RESCs serve as a planning board for the state and meet with the Texas Commissioner of Education on a monthly basis.

The 20 regions vary from 40,000 pupils in Region XV to 415,000 in Region IV. In size, the largest Region XVIII covers an area about equal to the state of Indiana.

Although local school systems are encouraged to join a Center, participation is voluntary. As is the case in Nebraska, the Education Service Centers are not intermediate administrative units. They have no regulatory functions and were created for the purpose of providing leadership and service.

Centers are financed by a basic support allotment from the State. They also receive state funds for media service, for computer services, for crime prevention and drug control programs, and for local school bus driver education. As with local education agencies, Centers may seek federal grants and do so annually.

Although there is great variation in services among the 20 Centers, those most commonly offered are:

Instructional media, loans, production and maintenance

- Diagnostic testing and pupil appraisal particularly for the special child
- Inservice education of teachers
- Technical and vocational education programs and services
- Driver education and traffic safety
- Bilingual and migrant pupil programs
- Educational planning, research and evaluation

GEORGIA

In 1967, the Georgia Department of Education instituted a program aimed at helping smaller school systems offer services normally unattainable on meagre budgets. They instituted a Shared Services Program which enabled school systems to pool their resources and thus broaden offerings. Recognizing the benefits of this program, the Georgia General Assembly passed the Cooperative Education Services Agency Act in 1972. This bill set up cooperative education services areas containing two or more counties each which would effectively coordinate a variety of services. The law also mandated that the State Board of Education would prepare necessary rules and regulations to make the system operable by July 1, 1973. The end result was the establishment of 16 CESAs with local boards of control composed of either a superintendent or board member representative from each constituent school district. Each board of control was given responsibility for appointing a director who then became the administrative head of the CESA as well as the fiscal agent of the board. Boards of control were expected to determine the needs of school children in the CESA area, to establish priorities based on those needs, and to allocate resources accordingly.

Membership in each CESA was made a matter of local option with individual school systems making that choice. The legislation

also stated that:

> A local school system shall not be considered a member of the CESA unless it is participating in one or more of the CESA's service programs or the local school system board of education has expressed its intent that the local school system plans to participate in one or more programs in the near future.
>
> (Adequate Program for Education in Georgia Act, Section 32-634a)

The potential of such service was quickly recognized by local districts and they joined their area CESAs in large numbers. Today 165 of Georgia's 188 school districts are members.

By legislation, the State Board grants $90,000 to each CESA annually for operating expenses. In addition, they allocate a minimum of $2,000,000 each year which is divided among the 16 CESAs on a basis of need. All other financing is based on contracts with local districts for the supply of services. The CESA, on a contract approval basis, is allowed to receive funds from private as well as local, state and federal sources. This system of annual state grants provides each CESA with assurance that its basic administrative costs will be covered. Additional funds are a matter of initiative. However, it should be understood that the majority of member districts are small, rural school areas with limited budgets. For example: the Middle Georgia CESA serves five county school systems containing only 21 schools and 12,282 pupils. In 1974, the total CESA budget was $172,078 composed of $135,000 in state grants, $22,648 in local funds and $14,430 in federal aid. This money paid for a CESA director and six consultants who offered service in reading, science and mathematics. The Middle Georgia CESA also provided repair service for audiovisual equipment and business machines and the services of a psychometrist for educational testing. Few of these services could ever have been obtained by any of these districts working alone.

The Metro CESA is the largest in the state and serves 147,800 pupils in six school systems. Three are county school systems and the other three are city school districts. The CESA director and a staff of 12 give help in music, art, social studies and science. They also provide special education services and teacher training in the areas of learning disabilities, behavioral disorders, and diagnosis. Their total budget for all operations and services is $365,000.

Even though membership is voluntary, nine out of 10 school systems in Georgia seem to feel that they can work more efficiently and economically within a CESA than they can alone.

WEST VIRGINIA

The enactment of Senate Bill 183 by the 1972 legislature authorized the establishment of eight Regional Education Service Agencies (RESAs) to "...consolidate and more effectively administer existing regional education programs and in order to equalize and extend educational opportunities..." among county school systems. These RESAs are strictly supplementary service agencies and exercise no administrative responsibility over constituent districts. Their programs of service are developed by a board of directors appointed by member districts. Each board is composed of the county superintendent and one board of education member per county plus one member appointed by the State Superintendent of Schools. Additional representatives may be added from other agencies and institutions at the discretion of the board. Each board elects a chairman from its members and provides for such other officers as needed. Terms for officers and non-county special members are for one year. Boards also select an Executive Director and determine his salary. Additional staff members are appointed by the board upon the recommendation of the

Executive Director. The location of each RESA is selected by the board of directors and its funds are handled by one of the county boards acting as fiscal agent. Monthly financial reports must be made to the RESA board.

Although the eight RESAs were mandated by legislation, membership in RESA is voluntary. Each of the 55 county boards of education wishing membership must indicate its participation by official resolution of the governing body. RESAs are then empowered to contract with member counties to implement their objectives and purposes. In addition to the sale of services to counties, RESAs are allowed to obtain support money by means of private donations and federal grants.

Each year a basic annual operating budget must be prepared and presented at a board meeting to be held no later than February. To provide operational stability, the state provides a basic administrative allocation in accordance with a distribution formula.

West Virginia's eight RESAs range in student enrollment from 37,323 to 79,193. RESA VII, the largest in area and population, contains 12 county districts within its boundaries and provides them with a special education resources center, psychological and planning services, a 16mm film library, and coordination of cooperative purchasing.

State guidelines suggest four services: 1) administrative, 2) curricular, 3) media, and 4) instructional. However, this is considered a minimum rather than a limit.

To conduct such operations, RESA VI, which serves six counties in the Northern Panhandle region, had appropriations for the 1976 fiscal year consisting of the following:

Legislative appropriation	$42,318
State Dept. grant for psychological services	$30,000
State aid formula for three special teachers	$24,169

County supplement for same three teachers	$ 9,283
Federal Title VI (Handicapped)	$48,517
Federal Title III (ESEA)	$ 7,800

As readily seen from the above budget, services are rather limited and strictly supplementary in nature.

INDIANA

At the second regular session of the 1976 Indiana General Assembly, enabling legislation (Senate Enrolled Act No. 264) was passed authorizing the state board of education "to provide for the operation of educational service centers." The legislation interprets the educational service center (ESC) as an extended agency of the local public school corporations allowing them "...to voluntarily cooperate and share programs and services which they cannot individually provide, but collectively may implement." The legislation gives great latitude for the development of programs and services by citing more than a dozen examples but stressing that these are not limits. Although the legislation mandates that service centers shall be located throughout the state so every school may have an opportunity to participate, it is clearly stated that such participation is voluntary and by resolution of the local board of school trustees.

Each ESC will be governed by a board selected at an assembly comprised of the superintendent (or his representative) of each participating school corporation. The state board of education is charged with developing uniform rules and regulations concerning the development of such ESC boards. ESCs will employ executive directors and other necessary personnel and will provide for the selection of advisory councils with representative teachers, principals and parents.

Although guidelines for implementation are not expected to be completed until the spring of 1977, Indiana is not without experience

in this field. Three service centers, which are continuations of ESEA Title III projects, have been in existence for some time. The oldest, the Northern Regional Service Center was conceived in 1969 as a regional service arm of the Indiana Department of Public Instructions. Title III funds were used to provide leadership and service to Indiana's eighteen northern counties. The center serves more than 400,000 students and 21,000 teachers in some 665 schools of 77 local districts. This is approximately one-third of all pupils in the state. Activities are generated in response to the requests of local schools and include: consultant services, inservice education, workshops, information dissemination, adult education, psychological and guidance services, special education, handicapped programs, environmental education, an artist in residence program, instructional media training and a film library. Because the Northern Regional Service Center is a division of the State Department of Public Instruction, close relations are maintained with the main state offices and their resources.

It may be assumed that the experience of the Northern Regional Service Center, the Southern Indiana Education Center and the Wabash Valley Education Center will be put to good use in developing new guidelines for operating a network of ESCs.

States Without Specific Legislation 7

AD HOC EDUCATIONAL SERVICE CENTERS

A number of states have not yet passed legislation to establish educational service centers. In some cases this is a result of negative decisions after long and careful consideration and in others a matter of not yet being ready. Hawaii, for example, operates a highly centralized system of education. Each of its seven local districts is an administrative unit of the state education agency with each district superintendent appointed by, and directly responsible to, the State Superintendent of Education. Quite naturally, under such a system, Hawaii provides supplementary programs and services centrally. No network of ESCs exists nor is such a network being planned. In contrast, Alaska has no educational service centers at present but the Commissioner of Education favors the idea and indicates that plans are being considered for a network of such centers in the future.

Despite the lack of legislation, a number of states have interesting service center operations that could provide prototypes for statewide networks in the future. Brief descriptions of several innovative programs follow.

MISSOURI

The Cooperating School Districts of the St. Louis Suburban Area, Inc. is one of the oldest educational service centers in America. It began in 1928 when a small group of superintendents in the St. Louis

area began to meet on a regular basis to solve educational problems through a cooperative effort. One of their first projects, started in 1931, was to provide audiovisual services. This program, in operation for well over 40 years, now has a director and supporting staff of 35 people. Monitored by a Communications Committee, the Audiovisual Department has a collection of 2875 films which are used by participating schools. More than 325,000 film showings were logged during the past year. Daily inventories and shipping tickets are handled by computer.

Another long-term successful program was started in 1941 when member districts established a vocational training school. This cooperative effort led into the development of the present Special School District for vocational programs.

The combined student enrollment in the original cooperative was 35,000. Today it is approximately 240,000. The Cooperative now serves 42 districts in a four-county area. It develops its own annual budget and after adoption by the membership each participating district is assessed a fee for services.

An Executive Committee, elected by the Conference of School Board Members and Superintendents, serves as the governing body, coordinates activities, handles long-range planning, and maintains liaison with other committees. Monthly meetings of superintendents are held to review problems and programs. An Executive Director, hired by the Executive Committee, is the chief administrative officer. Major services are health care, career education, an annual Music Festival, educational television, coordination of athletic activities, research, data processing, preparation of a unified school calendar, community relations, legal advice, cooperative bidding and purchasing.

Although the Cooperating School Districts work in harmony with the State Department of Education, there is no official relationship

and the Cooperative remains a voluntary, non-profit corporation serving the needs of participating school districts.

OHIO

Ohio has considered an educational service district concept for years and has presented proposals to the General Assembly on several occasions without success. Presently there are 87 county offices attempting to serve as centers, but most are small and ineffective. Only a dozen might be considered as somewhat equivalent to ESCs. In addition to the county offices, there are 184 city and 49 exempted village school districts reporting directly to the state department of education.

A prototype of what Ohio educators would like to accomplish is taking place in the 27 Appalachian counties of Ohio where four independent Regional Educational Service Agencies (RESAs) have been established. They provide a number of services which are sold to participating school districts and receive supplementary funding through the Appalachian Regional Commission.

Although not a regional center, the nationally renowned Educational Research Council of America, with its headquarters in Cleveland, serves a number of Ohio school districts as well as multi-state clientele. Founded in March 1959 as the Educational Research Council of Greater Cleveland, it has remained an independent non-profit organization providing a vast range of services to participating public, private and parochial schools. Sales of services have never paid for total operations and have always been subsidized by royalties from the development of curricular programs and by foundation grants. The ERCA has developed nationally known materials in the fields of mathematics, social sciences, health and physical education, science, etc. Royalties and grants are plowed into

further research and into subsidizing service costs. Typical services are curriculum development, inservice education, staff utilization projects, school plant planning, administrative studies, computer services including scheduling, and consultant help with a range of educational problems. ERCA has been visited by ministers of education from many foreign countries and by a host of educational service center personnel from all over the United States.

Although Ohio has no legislated multi-purpose service centers, there are a number of single-purpose cooperatives. Among these are:

- Approximately 50 legally formed, tax-supported vocational education districts
- Fifteen special education planning districts to implement programs using Federal Title VI funds
- Nine media service regions
- Thirteen transportation coordination regions to implement non-public transportation of students

SOUTH CAROLINA

Following passage of the Federal Title III ESEA in 1965, the South Carolina State Department of Education established six regional planning centers with boards of control composed of district superintendents of schools. Within each region, local school districts cooperated in preparing project proposals for submission to the U.S. Office of Education.

When funding shifted from the Office of Education to State Department control, the Title III concept also shifted from an emphasis on "Supplementary Centers and Services" to "Innovative Projects." Subsequently, in South Carolina, all but two of the centers were discontinued.

During the period 1967-70, the Region V Educational Services Center was quite active and employed five full-time professional

educators to serve its six-county region of approximately 72,000 pupils.

Today, the Region V Educational Services Center, on a somewhat reduced basis, continues to provide services and programs that are beyond the scope of small districts planning and working independently. Its present staff now consists of three "permanent" members with additional persons employed only to implement specific projects. Upon project completion, the individual's employment is terminated.

Financial support is received from each of the six participating county school districts and is based on a fee of approximately $1.30 per pupil annually.

In addition, limited administrative financial support is written into each grant proposal. During the past several years, the Center has received between two and three million dollars per year in competitive grant project funds. Today, the board of control consists of 12 members with representation based on one member for each 4,000 pupils enrolled. Fort Mill School District with only 2,400 pupils (the smallest district) is allowed one member. The board of control has established the following three priorities for the Center:

1. To assist school districts in implementing and field-testing funded projects
2. To conduct inservice education programs
3. To provide supportive services

FLORIDA

The State of Florida has no legislation covering educational service centers but has passed a Teacher Center Act, amended by the 1976 Legislature, which encourages consortium-centered teacher training programs. Collaborative planning is not intended to interfere with autonomy, but rather to insure the cooperation of school

districts, colleges, universities, professional teacher organizations and community representatives in developing, implementing, evaluating, and improving teacher education in Florida.

In addition, Florida has one rather active multi-county consortium located in Chipley. It started in 1968 with a Title III grant but quickly branched out by obtaining additional funds from constituent districts through the sale of services. The center is operated by a Board of Directors composed of participating superintendents who in turn hire an Executive Director. The center, known as the Panhandle Area Education Cooperative or PAEC, serves a seven-county area. PAEC sells its services and is willing to implement almost any educational program desired. Its major services at present are career education, cooperative purchasing, test scoring, and serving as an agency for collecting and distributing information about innovative programs in other states.

NEW JERSEY

Although legislation to establish Educational Improvement Centers (EICs) has not yet been passed, plans are well under way and Senate Bill 977 introduced on January 26, 1976, spells out their purpose.

"The centers shall provide research and development support to the county offices of the department of education, to the local school districts, and to teaching staff members. Such support shall include technical assistance, inservice education workshops, demonstrations, and such other functions as may be prescribed by the commissioner."

In the meantime, operating with Title III and Title VI funds, EICs are covering the state and are monitored by the State Department of Education. The first of these EICs was started in 1968 (with an

ESEA Title III grant) to serve eight southern counties, another was developed in 1972 and an additional two were created in 1976. These four centers (EIC-South, EIC-Northwest, EIC-Central and EIC-Northeast) now cover the entire state. A typical center, EIC-Northwest, has 15 staff members working in the areas of information retrieval, planning and design, implementation, dissemination and diffusion, and evaluation. It works closely with the State Department of Education and provides consultant services, information retrieval services and an extensive workshop program for six northwestern counties.

It is clear that New Jersey does not intend to replace the county as its regulatory and monitoring arm but merely wishes to supplement its services to the local school districts.

NEW HAMPSHIRE

Although New Hampshire has no legislation that specifically authorizes educational service centers, school districts are encouraged to participate in cooperative efforts and ESEA funds have been supplied to help them along. Several of these cooperatives have incorporated and expanded their efforts into the sale of varied services. The oldest and largest of the six operational centers is the Regional Center for Educational Training, founded in Hanover, New Hampshire, in 1969. The Center was incorporated as a non-profit educational services cooperative and is a holding company offering special services to the schools. Many of its programs are semi-autonomous (each with its own staff and budget) formed to meet specific needs and phased out as the needs change. Governance is vested in its Board of Directors composed of superintendents representing all nine Supervisory Unions (containing 83 schools and some 20,000 pupils) representatives from the State Departments of Education of New Hampshire and Vermont, a representative of Dartmouth College,

plus representative principals, teachers and students.

Financing comes primarily from membership fees and special grants. Services include staff development, inservice education conferences, teacher recruitment, A-V repairs, data processing, and cooperative purchasing.

North Country Educational Services (NCES) provides a typical example of how these centers have developed. It is located in a three-county area containing seven supervisory school unions, 33 school districts, 600 teachers, and 15,000 children. Communities are small and scattered. Special services were too expensive for a single school district (or even a supervisory union) to afford, so in 1969, a group of superintendents met to talk over mutual problems and proposed that a cooperative effort be made. A conference was held in January 1970 which brought together a number of citizens from the region and resulted in the creation of North Country Education Services. An ESEA Title III grant from the State Department of Education got their first project underway. Since that time, NCES has flourished and now provides the largest collection of media materials in New Hampshire, speech and hearing therapy, special education consultation, a psychologist aide program, early childhood education workshops, and a program of community relations.

The center operates under the concept that they are "owned" by the districts and relies heavily on an Advisory Board which includes parents, students, teachers and principals elected from each district. At last count the board had 35 members with two elected at large and the other 33 representing the six participating supervisory unions (5-6 members each). Overall operations are handled by a Project Director and a 20-member Executive Board composed of district superintendents and school board members.

Another cooperative, Seacoast Educational Services, is still in

the formative stage. In April 1974, eight superintendents in the southeast part of New Hampshire received a Title III planning grant to study the feasibility of establishing a regional educational agency. An Executive Board was formed with membership including superintendents, school board members, and representatives from the State Department of Education. A Project Director was hired to act as administrative agent for the Executive Board. He in turn created an Advisory Board involving school administrators, teachers, students, and interested citizens. The outcome of their study was development of the Seacoast Educational Services Project which involves some 37 school districts, 2000 teachers, and over 34,000 pupils. Services already include cooperative purchasing and media repair. Extensive programs for data processing and staff development are planned and the results of a needs assessment are under study.

NORTH CAROLINA

Although no legislation has been passed to set up educational service centers, a "blue ribbon" commission appointed by the Governor in 1968 recommended that the state department decentralize its services. The Commissioner, following this recommendation, established the first of a planned eight educational district offices in 1971. The first branch office (Western Regional Education Center) was followed by the Northwestern and Northeastern Education Centers in 1973, and by the Southwestern and Southeastern Education Centers in 1974. Other regions are still being served through the central office in Raleigh.

Considering the fact that North Carolina has 100 county school systems plus 145 local districts, it is easy to see that each of the eight district offices will cover a large geographic area. It is also apparent that decentralization has brought state services closer to the user. To foster the concept that this move is intended to

increase service rather than control, each center has organized an Advisory Council made up of local superintendents who express their most pressing needs.

Service consists primarily of consultant help to teachers and so far has concentrated on areas such as reading, occupational education, testing, research, and methods for working with the special child.

KENTUCKY

In June 1972, the State Board of Education decided to establish 17 Education Development Districts (EDDs) to improve its provision of services and to help local school districts in their efforts to develop cooperative programs.

To spur the development of Regional Offices in the 17 EDDs, a Division of Regional Services was established in July 1973. Within two years, 15 of the 17 EDDs were operational and their boundaries made to agree in most instances with those previously established for the state government's Area Development Districts. In this way, government resources could be utilized to reinforce those of education.

The primary function of the Centers was clearly stated as "service" not administration. The need was particularly acute in areas such as special and vocational education where most local districts did not have enough pupils to justify the expense of special teachers and facilities. It was also found that the small and/or poor districts could not afford to experiment with new curricula and methods. They needed inservice help and outside leadership that only cooperative efforts could provide. However, all schools understood that cooperation was voluntary and that programs would be determined locally.

Federal grants were used to initiate the development of the service centers and to promote exemplary programs, but it was recognized that long-term operations would have to depend on state and local funds.

Three major types of organizational patterns were developed in the 15 regions. In some cases, all personnel except the Director became employees of the board. In other districts, all were employees of the State Department. In the remaining districts there was a mix with most employed by the State but supplementary staff hired by the Board. EDD XII, for example, became the Kentucky Valley Educational Cooperative with a Board of Directors composed of local participating superintendents plus non-voting representatives from colleges, universities, the Area Development District, the State Department of Education and the Area Vocational Education School. Although the Board hired the Executive Director, he and his secretary are paid by the State Department while approximately 30 additional staff are paid employees of the Board.

Although the EDD concept appeared to be successful, it was never covered by legislation. The system was actually an extension of the state department with local participation encouraged. No single pattern of operation was instituted although guidelines were proposed and printed in a handbook entitled "Educational Regions Policy and Procedure Guide" which was approved by the State Board in December 1974.

In 1976, no funds were recommended for the operation of EDDs in the Governor's budget. The new Superintendent of Public Instruction then began a move to centralize the State Department operation and EDDs were officially phased out as of July 1, 1976. Currently, local districts are trying to save the operation in four geographic areas of the state by pooling Title IV funds. If successful, these independent educational service centers will continue to function primarily in the areas of career education and staff development.

RHODE ISLAND

In 1975, the General Assembly passed a bill enabling local school districts to voluntarily cooperate in providing educational

services. The legislation also required that the Rhode Island Department of Education provide technical assistance in assessing service needs, educational planning, and the preparation of proposals for grants in aid. The governance structure under which cooperating districts operate is left to their control, thus the possibility exists for the development of centers in the future.

Although the Department of Education is involved in planning and promoting the concept of shared services, the Commissioner of Education points out that "...the system relies upon local initiative with strong support from the state agency."

LOUISIANA

The State Superintendent of Education for Louisiana has established the first of what he hopes will become a network of educational service centers. The New Orleans Regional Service Center opened in 1975 to serve a six-parish (i.e., six-county) region. The director of the center and his staff of state supervisors hope that decentralization will provide school systems with more direct access to services formerly obtained only at the State Department of Education offices in Baton Rouge.

NO CENTERS PLANNED

Based on direct communication with State Commissioners of Education, the following are not presently planning to establish cooperative educational service centers:

Alabama	Kansas	New Mexico
Arizona	Maine	North Dakota
Arkansas	Mississippi	South Dakota
Delaware	Nevada	Vermont

CONCLUSION

The majority of states have long since reached the conclusion that small units are inefficient and incapable of providing equal educational opportunity for all. In attempting to meet the needs of children, the states generally found that an intermediate unit was necessary. At first the purpose was regulation and control. In the past decade the purpose has clearly emerged as service. As can be seen from the preceding historical review, the process has been one of evolution rather than revolution. Most local districts jealously guard their autonomy and resent intrusions on traditional functions. However, like farmers watching crops develop in experimental stations, they willingly pay for advice and service when they see tangible results. Educational service centers have had to prove themselves in the marketplace and are here to stay. Their form varies, but their dedication to service is a hallmark of each.

In the future, as we strive to develop better education for the youth of America, it will help to review the past. In the words of Disraeli: "The more extensive a man's knowledge of what has been done, the greater will be his power of knowing what to do."

CHARTS and EXHIBITS

Chart 1

CROSS REFERENCE BY STATE

State	Chapter	Page	State	Chapter	Page
Alabama	7	71	Montana	5	50
Alaska	7	60	Nebraska	3	14
Arizona	7	71	Nevada	7	71
Arkansas	7	71	New Hampshire	7	66
California	4	21	New Jersey	7	65
Colorado	4	18	New Mexico	7	71
Connecticut	4	27	New York	1	3
Delaware	7	71	North Carolina	7	68
Florida	7	64	North Dakota	7	71
Georgia	6	54	Ohio	7	62
Hawaii	7	60	Oklahoma	5	49
Idaho	4	26	Oregon	5	41
Illinois	5	45	Pennsylvania	5	46
Indiana	6	58	Rhode Island	7	70
Iowa	5	48	South Carolina	7	63
Kansas	7	71	South Dakota	7	71
Kentucky	7	69	Tennessee	4	33
Louisiana	7	71	Texas	6	52
Maine	7	71	Utah	4	32
Maryland	4	34	Vermont	7	71
Massachusetts	4	23	Virginia	4	35
Michigan	5	39	Washington	5	43
Minnesota	4	36	West Virginia	6	56
Mississippi	7	71	Wisconsin	2	10
Missouri	7	60	Wyoming	4	31

Chart 2

LEGISLATION CONCERNING EDUCATIONAL SERVICE CENTERS

State	Year	Type
California	1964	Permissive
Colorado	1965	Permissive
Connecticut	1967	Permissive
Georgia	1972	Mandatory/Voluntary
Idaho	1967	Permissive
Illinois	1969	Mandatory
Indiana	1976	Mandatory/Voluntary
Iowa	1974	Mandatory
Maryland	1973	Permissive
Massachusetts	1966	Permissive
Michigan	1963	Mandatory
Minnesota	1976	Permissive
Montana	1975	Mandatory
Nebraska	1965	Mandatory/Voluntary
New York	1948	Permissive
Oklahoma	1974	Mandatory
Oregon	1963	Mandatory
Pennsylvania	1970	Mandatory
Tennessee	1970	Permissive
Texas	1967	Mandatory/Voluntary
Utah	1969	Permissive
Virginia	1975	Permissive
Washington	1965 1969	Permissive Mandatory
West Virginia	1972	Mandatory/Voluntary
Wisconsin	1965	Mandatory
Wyoming	1969	Permissive

Chart 3

HISTORICAL DEVELOPMENT OF
EDUCATIONAL SERVICE CENTERS BY TYPE

PERMISSIVE LEGISLATION

1948 New York
1964 California
1965 Colorado
1966 Massachusetts
1967 Connecticut
1967 Idaho
1969 Wyoming
1969 Utah
1970 Tennessee
1973 Maryland
1975 Virginia
1976 Minnesota

MANDATORY/VOLUNTARY LEGISLATION

1965 Nebraska
1967 Texas
1972 Georgia
1972 West Virginia
1976 Indiana

MANDATORY LEGISLATION

1963 Michigan
1963 Oregon
1965 Wisconsin
1969 Washington
1969 Illinois
1970 Pennsylvania
1974 Iowa
1974 Oklahoma
1975 Montana

CENTERS OPERATING
WITHOUT SPECIFIC LEGISLATION

1928 Missouri
1959 Ohio
1965 South Carolina
1968 Florida
1968 New Jersey
1969 New Hampshire
1971 North Carolina
1972 Kentucky
1975 Louisiana

NO OFFICIALLY RECOGNIZED EDUCATIONAL SERVICE CENTERS

Alabama	Hawaii	New Mexico
Alaska	Kansas	North Dakota
Arizona	Maine	Rhode Island
Arkansas	Mississippi	South Dakota
Delaware	Nevada	Vermont

Chart 4

NUMBER AND NAMES OF CENTERS

State	No. of ESCs	Designation	Name
California	10	REDC	Regional Education Data Center
Colorado	17	BOCS	Board of Cooperative Services
Connecticut	6	RESC	Regional Educational Service Center
Georgia	16	CESA	Cooperative Education Services Agency
Idaho	3	SA	Service Agency
Illinois	102	ESR	Educational Service Region
Indiana	3	ESC	Educational Service Center
Iowa	15	AEA	Area Education Agency
Maryland	1	RESA	Regional Education Service Agency
Massachusetts	6	REC	Regional Educational Center
Michigan	58	ISD	Intermediate School District
Minnesota	10	ECSU	Educational Cooperative Service Unit
Montana	5	SERS	Special Education Regional Services
Nebraska	19	ESU	Educational Service Unit
New York	46	BOCES	Board of Cooperative Educational Services
Oklahoma	20	RESC	Regional Education Service Center
Oregon	29	IED	Intermediate Education District
Pennsylvania	29	IU	Intermediate Unit
Tennessee	4	EC	Educational Cooperative
Texas	20	RESC	Regional Education Service Center
Utah	4	RSU	Regional Service Unit
Virginia	--	RESA	Regional Education Service Agency
Washington	12	ESD	Educational Service District
West Virginia	8	RESA	Regional Education Service Agency
Wisconsin	19	CESA	Cooperative Educational Service Agency
Wyoming	2	BOCS	Board of Cooperative Educational Services

EXHIBIT 1: Letter to the State Superintendent of Public Instruction or Commissioner of Education in states where networks of educational service centers were known to exist.

March 29, 1976

Dear

The State of Connecticut is studying the pros and cons of organizing regional educational service agencies (ESAs) to serve all the school districts of the state. Their purpose would be to provide special programs and services to groups of local districts that would find it difficult to meet such needs when acting independently.

As part of this study, we have been given the task of locating those states where programs already exist and gathering information about the operation of these programs.

We understand that your state has a model in which service is being given to all local districts. We would appreciate any information, brochures or printed materials which describe these services (statutes, organization, region served, nature of services, etc.) and/or the persons or agencies to contact for further information. For your convenience, a self-addressed stamped envelope has been enclosed.

We will be happy to share our findings with you and will send you our final report about educational service centers throughout the United States at no charge upon its completion. Thank you for your cooperation.

Sincerely,

EXHIBIT 2: Letter/Questionnaire to the State Superintendent of Public Instruction or Commissioner of Education in states where some educational service centers were known to exist.

March 29, 1976

Dear

The State of Connecticut is studying the pros and cons of organizing regional educational service agencies (ESAs) to serve all the school districts of the state. Their purpose would be to provide special programs and services to groups of local districts that would find it difficult to meet such needs when acting independently.

As part of this study, we have been given the task of locating those states where programs already exist. It is our understanding that several centers (ESAs) already exist in your state and we would appreciate any information you might supply about where they are located and whom we might contact for further information about their operations.

We would appreciate your cooperation in answering the following questions and will be happy to share our composite findings with you when complete.

Does such a network of ESAs exist in your state?

____ Total Coverage ____ Partial Coverage ____ No

If No, is a network being planned?

____ Yes ____ No

IF TOTAL OR PARTIAL COVERAGE, please indicate:

Number of ESAs in your state _____

Are they mandatory? ___ Yes ____ No

Year(s) they began _____

Persons and/or Agencies to contact for further information:

For your convenience, a self-addressed stamped envelope has been enclosed. Your cooperation is appreciated.

Sincerely,

EXHIBIT 3: Letter/Questionnaire to the State Superintendent of Public Instruction or Commissioner of Education in States where the status of educational service centers was unknown.

March 29, 1976

Dear

The State of Connecticut is studying the pros and cons of organizing regional educational service agencies (ESAs) to serve all the school districts of the state. Their purpose would be to provide special programs and services to groups of local districts that would find it difficult to meet such needs when acting independently.

As part of this study, we have been given the task of locating those states where programs already exist. We would appreciate your cooperation in answering the following questions and will be happy to share our composite findings with you when complete.

Does such a network of ESAs exist in your state?

____ Total Coverage ____ Partial Coverage ____ No

If No, is a network being planned?

____ Yes ____ No

IF TOTAL OR PARTIAL COVERAGE, please indicate:

Number of ESAs in your state _____

Are they mandatory? ____ Yes ____ No

Year(s) they began _____

Persons and/or Agencies to contact for further information:

For your convenience, a self-addressed stamped envelope has been enclosed. Your cooperation is appreciated.

Sincerely,

80

EXHIBIT 4: Letter to Directors of Educational Service Centers and to selected officials.

March 29, 1976

Dear

The State of Connecticut is studying the pros and cons of organizing regional educational service agencies (ESAs) to serve all the school districts of the state. Their purpose would be to provide special programs and services to groups of local districts that would find it difficult to meet such needs when acting independently.

As part of this study, we have been given the task of locating those states where programs already exist and gathering information about the operation of these programs.

Your state superintendent has indicated that your office would be able to furnish information, brochures, or printed materials which describe these services. We are especially interested in a detailed description of each of the various services you offer and how these services are delivered as well as information regarding statutes, regions served, organization, funding, etc. For your convenience, a self-addressed stamped envelope has been enclosed.

We will be happy to share our findings with you and will send you our final report about educational service centers throughout the United States at no charge upon its completion.

Thank you for your cooperation.

Sincerely,

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Questionnaire completed by:
E. S. Murray
Assistant Superintendent of Education
State Department of Education
Montgomery, Alabama 36104

Alaska

Questionnaire completed by office of:
Dr. Marshall L. Lind
Commissioner of Education
State Department of Education
Alaska Office Building, Pouch F
Juneau, Alaska 99801

Arizona

Questionnaire completed by office of:
Mrs. Carolyn Warner
State Superintendent of Public Instruction
Suite 165
Phoenix, Arizona 85005

Arkansas

Questionnaire completed by office of:
A. W. Ford
Director of Education
State Department of Education
Little Rock, Arkansas 72201

California

Questionnaire completed by office of:
Wilson Riles
Superintendent of Public Instruction
State Department of Education
721 Capitol Mall
Sacramento, California 95814

Letter dated June 30, 1976 from:
John R. Eales, Consultant
Office of Curriculum Services
Department of Education, State of California
State Education Building
721 Capitol Mall
Sacramento, California 95814

Letter dated July 30, 1976 from:
R. Jack Totheroh, Director
Ventura Regional Education Data Center
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County Office Building
Ventura, California 93001

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Dr. Wilmer Wise, Director, Planning and Research
Office of the State Superintendent of Public Instruction
John Townsend Building
Dover, Delaware 19901

Florida

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Woodrow J. Derden, Director
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Tallahassee, Florida 32304

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Georgia

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Office of School Administrative Services
State Office Building
Atlanta, Georgia 30334

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Hawaii

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Office of the Superintendent
State of Hawaii Department of Education
P.O. Box 2360
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D. F. Engelking
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Boise, Idaho 83702

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State of Idaho, Department of Education
Boise, Idaho 83720

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Joseph M. Cronin
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100 North First Street
Springfield, Illinois 62777

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Indiana

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Harold Negley
State Superintendent of Public Instruction
Indianapolis, Indiana 46206

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R. E. King, Director
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Indianapolis, Indiana 46204

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Frankfort, Kentucky 40601

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Louisiana

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Louis J. Michot
State Superintendent of Public Instruction
State Education Building
P. O. Box 44064
Baton Rouge, Louisiana 70804

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Dr. Elliot C. Willard, Director
New Orleans Regional Service Center
State of Louisiana Department of Education
P. O. Box 44064
Baton Rouge, Louisiana 70804

Maine

Letter dated April 7, 1976 from:
Horace P. Maxcy, Jr.
Planning Specialist
State of Maine Department of Educational and Cultural Services
Augusta, Maine 04333

Maryland

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State Department of Education
P.O. Box 8717
Baltimore-Washington International Airport
Baltimore, Maryland 21240

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Boston, Massachusetts 02111

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Howard B. Casmey
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Centennial Building
St. Paul, Minnesota 55101

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Mississippi

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Garvin H. Johnston, State Superintendent of Education
Woolfolk State Office Building
Box 771
Jackson, Mississippi 39205

Missouri

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Arthur L. Mallory, Commissioner of Education
Jefferson Building
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Jefferson City, Missouri 65102

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Montana

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Mrs. Dolores Colburg
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Robert Crosier
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233 South 10th Street
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Dr. Kenneth H. Hanson
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Carson City, Neva 89701

New Hampshire

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Newell J. Paire
Commissioner of Education
State Commissioner's Office
Concord, New Hampshire 03301

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John B. Nay, Coordinator ESEA Title IV
Division of Instruction
State of New Hampshire Department of Education
64 N. Main Street
Concord, New Hampshire 03301

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Fred G. Burke
State Commissioner of Education
State Department of Education
225 West State Street
Trenton, New Jersey 08625

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Katherine Ballantyne
Coordinator of Internal Functions
The Educational Improvement Center NW
Halko Drive
Cedar Knolls, New Jersey 07927

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A. Craig Phillips
Superintendent of Public Instruction
State Superintendent's Office
Raleigh, North Carolina 27602

North Dakota

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M. F. Peterson
State Superintendent of Public Instruction
State Department of Public Instruction
Bismark, North Dakota 58501

Ohio

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Thomas J. Quick
Assistant Superintendent
State of Ohio Department of Education
Columbus, Ohio 43215

Ralph D. Purdy. Regionalization of Educational Functions in Ohio. Oxford. Miami University, 1972 (25-page booklet)

Oklahoma

Questionnaire completed by office of:
Dr. Leslie Fisher
Superintendent of Public Instruction
State Capitol Building
Oklahoma City, Oklahoma 73105

Oklahoma Regional Education Service Centers. Oklahoma City: Oklahoma State Department of Education, undated. (4-page brochure)

Enrolled Senate Bill No. 581: "The Prescriptive Teaching Act of 1974."

Regional Education Service Centers (State Board of Education Policy), approved by the State Board of Education on July 24, 1975. (3 pages mimeographed)

Oregon

Letter dated June 23, 1976 from:
George B. Martin, Consultant
Department of Education
State of Oregon
942 Lancaster Drive NE
Salem, Oregon 97310

Legislation: Chapter 334, 1975 Replacement Part, Intermediate Education Districts, Section 334.

I.E.D. Service Resolutions: 1976-77. Salem: Oregon Department of Education, June 11, 1976. (6 pages mimeographed)

Standards for Intermediate Education Districts. Salem: Oregon State Board of Education, April 1976. (16 pages looseleaf)

Pennsylvania

Regional Agencies and the Provision of Management Services in Pennsylvania Intermediate Units. May 27, 1976. Copy of a speech by Dr. Frank S. Manchester, Commissioner for Basic Education, Pennsylvania Department of Education. (9 pages mimeographed)

An Intermediate Unit for Pennsylvania. Harrisburg: State Board of Education, 1967. (33-page report)

Pennsylvania (continued)

Establishing the Intermediate Unit. Harrisburg: Pennsylvania Department of Education, 1970. (51 pages looseleaf)

Intermediate Unit Operation: Annual Report 1971-72 and 1972-73 Compared to Former County Office Operation 1970-71. Harrisburg: Department of Education, 1974. (98-page document)

Rhode Island

Letter dated April 8, 1976 from:
Thomas C. Schmidt
Commissioner of Education
State of Rhode Island and Providence Plantations
Department of Education
199 Promenade Street
Providence, Rhode Island 02908

South Carolina

Letter dated April 20, 1976 from:
Donald C. Pearce
Coordinator of Federal Funding
State of South Carolina, Department of Education
Columbia, South Carolina

Letter dated May 6, 1976 from:
Stuart R. Brown, Director
South Carolina Region V
Educational Services Center
Lancaster, South Carolina 29720

Cooperative Planning in South Carolina Region V. Lancaster: Region V ESC, undated. Evaluation Report covering the period June 1, 1967 - September 30, 1970. (40-page booklet).

South Dakota

Questionnaire completed by office of:
Thomas C. Todd
State Superintendent of Public Instruction
State Superintendent's Office
Pierre, South Dakota 57501

Tennessee

Questionnaire completed by office of:
Sam Ingram
Commissioner of Education
100-A Cordell Hull Building
Nashville, Tennessee 37219

Final Report: Interpretive Study of Research and Development Relative to Educational Cooperatives. Knoxville: College of Education, University of Tennessee, 1971. (173 pages)

Title III. Harrogate: Clinch-Powell Educational Cooperative, undated. (2-page mailer plus three similar mailers describing the Home Start, early childhood, and preschool handicapped programs)

Texas

Letter dated May 18, 1976 from:
Ernest W. Chambers, Director
Regional Program Development
Texas Education Agency
201 East Eleventh Street
Austin, Texas 78701

Texas Education Service Centers. Austin: Texas Education Agency, May 1976. (10 pages mimeographed)

Official Policies and Procedures for Regional Education Service Centers. Austin: Texas Education Agency, January 1976. (22 pages mimeographed)

Utah

Questionnaire completed by office of:
Walter D. Talbor
State Superintendent of Public Instruction
Utah State Board of Education
250 East Fifth South Street
Salt Lake City, Utah 84111

Regional Sercice Units Program, undated. (2 looseleaf pages)

Guidelines and Procedures for Approval of Regional Service Units. Adopted by the Utah State Board of Education, April 26, 1974. (2 looseleaf pages)

Utah (continued)

Program Evaluation Report and Budget. Richfield: Central Utah Educational Services Regional Center, undated. (19 pages mimeographed)

Vermont

Questionnaire completed by office of:
Robert A. Withey
Commissioner of Education
State Department of Education
Montpelier, Vermont 05602

Virginia

Questionnaire completed by office of:
Superintendent of Public Instruction
State Superintendent's Office
Richmond, Virginia 23216

Letter dated May 24, 1976 from:
R. L. Boyer
Assistant Superintendent for Program Development
State Department of Education
Commonwealth of Virginia
Richmond, Virginia 23216

Virginia School Laws, Chapter 19, Voluntary Education Service Agencies Act, Sections 22-351 through 22-358 inclusive.

Washington

The Intermediate School District in the State of Washington. Olympia: Superintendent of Public Instruction, 1972. (24-page booklet)

Intermediate Units in the State of Washington. Olympia: Superintendent of Public Instruction, August 1975. (48 pages looseleaf)

West Virginia

Letter dated April 19, 1976 from:
Donald H. Caudill, Executive Director
North Central Regional Education Service Agency
300 McLane Avenue
Morgantown, West Virginia 26505

Projects - Programs - Services. Parkersburg: Region V Regional Education Service Agency, undated. (4 pages mimeographed)

West Virginia (continued)

Resolution of Establishment for Regional Education Service Agencies #3233. West Virginia Board of Education resolutions adopted to implement the provisions of Senate Bill 183 enacted by the 1972 Legislature. (5 pages mimeographed)

Summary of Programs and Services Provided to County School Systems. Wheeling: Regional Education Service Agency VI, 1976. 3 pages mimeographed)

Rules and Regulations for the North Central Regional Education Service Agency. Morgantown: RESA VII, 1974. (16-page mimeographed booklet)

Wisconsin

CESA Shared Personnel and Services 1966-75. Madison: Wisconsin Department of Public Instruction, 1976. (14 one-page summary charts)

Wisconsin Cooperative Education Service Agencies. Madison: Wisconsin Department of Public Instruction, undated. (5 pages mimeographed late 1975 or early 1976)

Annual Reports for the following:

CESA #2, August 11, 1975	(34 pages)
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CESA #4, August 11, 1975	(15 pages)
CESA #7, July 1975	(39 pages)
CESA #8, August 1975	(29 pages)
CESA #9, August 11, 1975	(18 pages)
CESA #10, August 1975	(35 pages)
CESA #11, August 1975	(24 pages)
CESA #12, August 11, 1975	(42 pages)
CESA #13, August 1975	(59 pages)
CESA #18, August 9, 1976	(23 pages)

CESA 14: Index of Services, 1975. (15-page brochure)
CESA 17: The Cooperative Educational Service Agency, undated. (4-page printed brochure with six other "mailers" each describing one specific service)
CESA 18: Directory of Services, 1976. (18-page brochure)
CESA 19: A Regional Educational Service, undated. (A folded mailer plus six other mailers each describing one specific service)

Wisconsin (continued)

Cooperative Educational Service Agencies in Wisconsin. Madison: Public Expenditure Research Foundation, Inc., October 1975. (62-page booklet)

Wyoming

Questionnaire completed by office of:
Dr. Robert Schrader
Superintendent of Public Instruction
State Superintendent's Office
Cheyenne, Wyoming 82001

House Enrolled Act 82; OHB 219, The Cooperative Services Act, cited as "The Boards of Cooperative Educational Services Act of 1969," Sections 1-8.

Chapter 204, Original Senate File 195, Boards of Cooperative Services, as approved February 28, 1971.

Northwest Wyoming Board of Cooperative Services. Thermopolis: Northwest Wyoming Board of Cooperative Services, undated. (8 pages, ditto)

General References:

The Encyclopedia of Education. New York: The Macmillan Company & The Free Press, Crowell-Collier Educational Corporation, 1971.

Stephens, E. Robert. Regional Educational Service Agencies. Arlington, Virginia: Educational Research Service, Inc., 1975.

Patterson's American Education. North Chicago, Illinois: Educational Directories, 1975.

ADDITIONAL INFORMATION VERIFIED BY TELEPHONE

California

Sacramento: State Department of Education (Robert Howe), June 25, 1976.

Ventura: Ventura Regional Educational Data Processing Center (Jack Totheroh, Director), June 25 and September 10, 1976.

ADDITIONAL INFORMATION VERIFIED BY TELEPHONE (continued)

Florida

Chipley: PAEC Consortium (Shouppe Howell), June 21, 1976.

Idaho

Boise: Department of Education (Dr. Reid Bishop, Bureau of Finance and Administration), June 21, 1976.

Kentucky

Frankfort: Department of Education (Division of Regional Services), June 21, 1976.

Massachusetts

Boston: State Department of Education (John Kearney, Director of Regional Education Centers), September 7, 1976.

Hampshire: Hampshire Education Collaborative (Peter DeMers, Executive Director), September 10, 1976.

Chelmsford: Massachusetts Organization of Educational Collaboratives (Les Bernal, Executive Secretary), September 10, 1976.

Minnesota

Grand Rapids: Tri-County Cooperative Center, June 21, 1976.

St. Paul: Department of Education (Mr. Waddich, Asst. Commissioner, Planning and Development), June 25, 1976.

Missouri

Jefferson City: State Department of Education, June 22, 1976.

Crove Corner: Cooperating School Districts of St. Louis Suburban Area (Robert Elsea, Executive Director), June 22, 1976.

New Jersey

Morristown: Education Improvement Center (Katherine Ballantine), June 21 and June 22, 1976.

New Jersey (continued)

Trenton: State Department (Mr. Wilson, Asst. Deputy Commissioner), June 30, July 2, and August 16, 1976.

North Carolina

Raleigh: Department of Education (William Peek, Asst. State Superintendent), June 21, 1976.

Oregon

Salem: Department of Education (Dr. George Martin, School Management Division), June 22, 1976.

Tennessee

Knoxville: University of Tennessee (Dr. Peckalow), June 21 and June 23, 1976. (Dr. Achilles), July 15, 1976.

Johnson City: Upper East Tennessee Cooperative, June 21, 1976.

Harrogate: Clinch-Powell Educational Cooperative, June 21, 1976.

Nashville: Department of Education (Commissioner's Office) June 22, 1976.

Virginia

Richmond: Department of Education (Office of State Superintendent of Public Instruction), June 21, 1976. (Asst. Superintendent of Program Development), June 21, 1976.

Wyoming

Kemmerer: Cooperative Educational Services, June 21, 1976.

Thermopolis: Northwest Wyoming Board of Cooperative Educational Services, June 22, 1976.

Cheyenne: Department of Education (Superintendent's Office), June 22, 1976.

Washington, D. C.

National Advisory Council, June 21, 1976.

Appalachian Region Commission, June 23 and July 15, 1976.

About the Author

Dr. Davis is a Professor of Education and Chairman of the Administration and Supervision Department at Southern Connecticut State College.

Prior to accepting his present position, he was Director of In-Service Education and Staff Utilization for the Educational Research Council of America. He has served as consultant to a number of Federal and State agencies, private corporations, and to more than 100 school systems and colleges throughout the United States.

Dr. Davis is author of numerous books, pamphlets and articles on modern approaches to education. His writings are included in several anthologies, in the Encyclopedia of Education and in the Prentice-Hall Handbook of Successful School Administration.